

1. ENVISION SAN JOSÉ 2040

San José is a unique place, playing a vital economic and cultural role within North America. San José is fortunate to be the largest and most urban city within the Silicon Valley, home to the nation's largest collection of leading innovative industries. San José is also home to an energetic, talented and diverse population and located within an area of great natural resources including an abundance of good weather. At the same time, San José faces many contemporary challenges common to other North American cities, including the need to address the effects of the rapid suburban growth that took place during the past 60 years, growing concern with the City's fiscal resources, and a growing desire to make land use decisions in an environmentally sustainable manner.

The *Envision San José 2040* General Plan is the City's latest expression of its ongoing commitment to a leadership role in the advancement of an innovation-based economy, the development and implementation of environmental policies, and the utilization of land use planning best practices to shape San José's future.

The *Envision San José 2040* General Plan sets forth a vision and a comprehensive road map to guide the City's continued growth through the year 2040. The Plan includes land use policies to shape the transformation of strategically identified and historically underutilized Growth Areas into higher-density, mixed-use, urban districts or "Villages" which can accommodate employment and housing growth and reduce the environmental impacts of that growth by promoting transit use and walkability. This land use strategy, in combination with progressive economic and environmental policies, will guide the City toward fulfillment of its future vision.

The following Chapter of the *Envision San José 2040* General Plan sets forth the Plan Vision, and its overarching City Design Concepts, identifies the City's primary Growth Areas and provides background information on the community-based *Envision San José 2040* planning process.

General Plan Purpose and Use

Overall Purpose

San José has undergone many changes over the last 60 years. Before 1950, it was a relatively small community of farms and orchards, with an urban Downtown surrounded by walkable neighborhoods. During the 1960s and 1970s, it was one of the fastest growing cities in the nation. Population projections of recent years forecast a continuation of growth pressures in San José, but these projections do not consider the real, local constraints on growth. These constraints include the diminished availability of lands that are either vacant or readily available for redevelopment, the escalating public costs associated with growth, citizen concern with the adequacy of public services, the lack of revenue for funding public infrastructure required for growth, and the lack of alternative revenue sources for funding needed services at the local level. While San José continues to plan for growth, the form of that growth is planned to evolve significantly as it must to accomplish its goals and focus that growth into an increasingly urban form.

The issue of growth is one which is central to any general plan. It has social, environmental, economic and fiscal dimensions. There are costs associated with growth, as well as with the absence of growth. The vehicle for planning the future, for making choices between conservation and development, and for defining the desirable balance between social, environmental, and economic costs is the General Plan.

A general plan is an adopted statement of policy for the physical development of a community. As such, it represents the official policy regarding the future character and quality of development. This General Plan represents the City's assessment of the amount, type, and phasing of development needed to achieve its social, economic, and environmental goals. It was developed with the participation of the community at large and all City departments. It is a plan which can be implemented because it is realistic and provides some flexibility. It is designed to be used by all members of the community as the policy framework for decision-making on both private development projects and City capital expenditures.

Legal Context

The *Envision San José 2040* General Plan was adopted in compliance with the State law requirement that each city and county prepares and adopts a comprehensive and long-range general plan for its physical development (California Government Code Section 65300). Accordingly, the General Plan is a legal document fulfilling statutory requirements relating to background data, analysis, maps, and exhibits. The legal adequacy of the General Plan is critical, since many City actions and programs are required to be consistent with the General Plan.

State Law requires that general plans address seven topics (referred to as “elements”), land use, circulation, housing, open space, conservation, safety, and noise (California Government Code Section 65302), to the extent that the topics are locally relevant. A general plan may also include other topics of local interest, as chosen by the local jurisdiction (California Government Code

Section 65303). A local jurisdiction may adopt a general plan in the format that best fits its unique circumstances (California Government Code Section 65300.5). In doing so, the jurisdiction must ensure that the general plan and its component parts comprise an integrated, internally consistent, and compatible statement of development policies. The *Envision San José 2040* General Plan is an integrated general plan document, with most elements addressed through the Goals, Policies and Implementation Actions in each Chapter throughout the document. Appendix 2 provides a summary of how the *Envision San José 2040* General Plan aligns with the seven mandatory elements.

As a comprehensive general plan, the *Envision San José 2040* General Plan provides San José with a consistent framework for its decision-making related to the City's land uses and delivery of municipal services. The general plan has been called the "constitution" for land use development to emphasize its importance to land use decisions. The general plan and its maps, diagrams, and development policies form the basis for the city's zoning, subdivision, and public works actions. Under California law, no specific plan, area plan, community plan, zoning, subdivision map, nor public works project may be approved unless the City finds that it is consistent with the adopted general plan. The State General Plan Guidelines recommend that general plans be updated every five to ten years to ensure that they remain relevant. This is important not only to reflect local physical and demographic changes, but also broader changes in culture and technology.

General Plan Document Structure

The General Plan of the City of San José is a comprehensive long-term plan. This Plan comprises an integrated, internally consistent and compatible statement of the official land use policy of the City of San José. It contains a statement of development policies and includes a Land Use/Transportation Diagram as well as text which set forth the objectives, principles, standards and plan proposals.

The City of San José has chosen to adopt an integrated general plan that consolidates mandatory elements with optional elements targeted at addressing the unique planning needs of the City. This General Plan meets the minimum requirements and intent of the California Government Code while accommodating local conditions and circumstances. It contains each of the elements mandated by Government Code Section 65302. Since they are intrinsically interrelated and overlapping, the elements have been combined into a consistent meaningful whole, and organized in a manner designed to meet the needs of public officials, developers, neighborhood organizations and members of the community who will use it most frequently. In order to facilitate identification of the aspects of each mandatory element, the appendices include a comprehensive list of references for each of the seven mandatory elements.

Use of the General Plan

The City's General Plan is intended for use by all members of the community including residents, businesses, developers, and decision-makers. The organization of the *Envision San José 2040* General Plan allows users to find topics or sections that interest them and to quickly review city policies; however, users should realize that the policies throughout all elements are interrelated and should be examined comprehensively and must be considered together when making planning decisions.

The *Envision San José 2040* General Plan has been divided into sections that address different aspects of the City's life. Within each section, Goals, Policies and Implementation Actions are set forth to provide high-level policy guidance to the City on a wide range of topics related to Land Use and the delivery of municipal services. The General Plan sections are:

- **Envision San José 2040 (Introduction and Background)** – Presents background information, the Plan Vision and ten overarching City Design Concepts, collectively intended to communicate the unique plan set forth for San José by the Envision General Plan. The Plan identifies three characteristics that define the unique qualities of San José: “Capital of the Silicon Valley,” “Living amidst Abundant Natural Resources,” and “Home to a Diverse and Thriving Community.”
- **Thriving Community (Overarching City Goals and Policies)** – Sets forth goals and policies for topics that have an impact upon the City as a whole, shaping its image and role in the region. Topics addressed in this section include economic development, arts and culture, community engagement and fiscal sustainability.
- **Environmental Leadership (Environmental Goals and Policies)** – Sets forth goals and policies for topics related to the City's continuing commitment to Environmental Leadership. It is organized into four categories: *Measurable Sustainability* includes policies that fulfill the City's Green Vision goal for the incorporation of specific measurable standards in the General Plan related to green building, recycling, air quality, energy, water resources and the community forest; *Environmental Resources* includes policies intended to protect the high-quality ecologies and other environmental resources that can be found within the City; *Environmental Considerations/Hazards* includes policies to reduce the potential land use risks related to various environmental hazards; and *Infrastructure* includes policies for provision and management of the City's infrastructure systems.
- **Quality of Life (Neighborhood Oriented Goals and Policies)** – Sets forth goals and policies that directly affect the quality of life of the City's residents, including the look and feel of San José's neighborhoods and the quality of the municipal services provided by the City. Specific topics in this section include urban design guidelines, municipal services such as police, fire and libraries, educational facilities, health care and parks, trails, open space and recreation.
- **Shaping the City (Land Use and Transportation Diagram)** – Contains the Land Use/Transportation Diagram and an explanation of the planned land uses for the designations depicted on the Diagram.
- **Interconnected City (Land Use and Transportation Goals and Policies)** – Establishes land use and transportation goals and policies to implement the Diagram, including goals and policies to address specific land use types, historic preservation, the City's trail network, and bicycle, pedestrian, transit and motor vehicle circulation.

- **Implementing the Plan (Implementation Goals and Policies)** – Includes policies to guide use of the General Plan for the ongoing land use decision making process and development of related City policies, with further explanation of the Annual and Major General Plan review process, use of Planning Horizons, and the Village Planning process.
- **Appendices** – Includes supplemental information to make the General Plan document more accessible and user-friendly, including a glossary of terms, a record of General Plan amendments, and a reference guide to how the General Plan fulfills specific legal requirements.

Illustrative Elements

While the majority of the contents of the General Plan document is adopted policy, and requires a General Plan amendment to modify, some components or elements of the document are provided for illustrative purposes and may be updated without a General Plan amendment. In addition to formatting elements and the photographs provided as illustrations, the illustrative elements include diagrams which provide contextual information, but which do not establish policy. These illustrative diagrams can be updated to reflect other changes in City policies as needed without a General Plan amendment process.

Items that are not illustrative include the Goals, Policies and Implementation Actions set forth in Chapters 1 through 7 of this General Plan, along with the introductory and background text provided in those chapters. Illustrative items within the General Plan text include the Appendices, illustrations or photos located through the text document and captions for those illustrations. While the Land Use designations for specific parcels, identified floodplain areas as required by State law, and the roadways which are designated as part of the General Plan Transportation Network are not illustrative, other geographic data is illustrative, including the location of natural features, bicycle and truck routes, the boundaries of Neighborhood Business Districts, and sites identified as suitable for healthcare facilities or private community gathering facilities.

Our Community

While San José is a large, complex and multi-faceted city, three prominent characteristics play a primary role in defining its national and regional identity and in shaping the life experiences of its residents. First, San José is the largest and fastest growing city within the Silicon Valley, and must play a central role in shaping the future for this vital center of technological innovation and economic activity. As more technology companies locate within San José and the city takes on a greater leadership role for the region, it is growing into its title as “Capital of Silicon Valley”. Second, San José is located in an area with great climate and good access to many natural amenities, which is conducive to an active and healthy outdoor-oriented lifestyle for its residents while promoting their awareness and interest in sustainable lifestyle choices. The mild climate and proximity to both urban and natural areas provide many opportunities for outdoor recreation, encourage bicycle and pedestrian activity, and enable outdoor, urban activities. Third, San José is an increasingly diverse city that successfully combines the strengths of many different cultural and ethnic backgrounds to create a unique and vibrant urban environment. San José residents enjoy a high quality of life based on access to a wide variety of cultural and economic opportunities and expect the City to provide high-quality municipal services for its residents.

Other characteristics that help to define San José are its stature as the tenth largest city in the United States, the third largest city within California, and the largest within Northern California. San José has a growing population of over one million residents and a long history. Founded in 1777, it is the oldest civilian settlement in California and retains many remnants of its evolution. San José continues to be one of the safest cities in the United States.

San José has an established history of leadership and innovation. The City was founded on November 29, 1777, making it the first town or “pueblo” (non-military settlement) in what was at that time the Spanish colony of Nueva California. San José was also the State’s first capitol and host of the first two sessions of the California State Legislature, serving in that role in 1850 and 1851. A cultural pioneer, San José elected the nation's first Asian mayor of a large metropolitan city, as well as the first female mayor.

Most recently, the City of San José is a leader in recycling and smart growth. San José is one of the first big cities in the nation to recycle more waste than goes to landfills. San José is the only large city in the United States to operate a joint municipal-university library, combining the resources of the City and San José State University library system to provide greater service to community members. With private partners, San José developed the nation's first incubator for environmental companies, an award-winning software incubator, and the nation's only incubator for foreign-owned businesses. Our County is the first in the nation to ensure health care for all children.

Capital of Silicon Valley

San José is the urban center of Silicon Valley, providing the region’s only traditional Downtown urban environment along with the greatest and most diverse number of established neighborhoods. San José is home to a majority of Silicon Valley residents and to a growing number of the innovative technology companies that drive the region’s economy. Because of its

size and resources, San José uniquely plays a critical leadership role for the Silicon Valley, adopting policies that contribute to the region's overall success. Downtown San José's resurgence has sparked a flow of creativity and community in the creative urban core of Silicon Valley. Careful planning and investment have developed an area to work, live and play, where ideas and creativity are the currency exchanged across all cultures.

San José has played an important role in each wave of innovation that has originated within the Silicon Valley. San José's urban history has been shaped over the past 60 years, by the Valley's dramatic transformation from an agricultural economy based on the fruit canning industry, into the world's largest concentration of technology based companies. Successive rounds of innovation have created new industries based upon new technologies, progressing from electronics for the defense industry to integrated circuits, personal computers, and the internet, with San José being the home to leading companies in each of these industries. San José is the most diversified of any innovation-based community with specialization spanning multiple core technology sectors: semiconductors, storage technologies, information technologies, software development; such as eCommerce and social networking, green and clean technology, life sciences, and nanotechnology.

As Capital of Silicon Valley, San José leads the nation in the production of patents on a per capita basis and its residents hold more patents than the combined populations of California's two larger cities. Historically, more than a third of all venture capital funding in the United States is invested in Silicon Valley; in 2006, the percentage of growth of venture capital funding specific to San José exceeded that of Silicon Valley and was more than double the national average.

As Capital of Silicon Valley, San José is:

- Becoming an international city of over 1 million people with one of the largest global concentrations of talent that matches and fuels the pace of a growing global economy.
- Establishing itself as the major North American city that best capitalizes on the spirit of entrepreneurship and innovation of its populous, where inventiveness thrives.
- Actively building on the model of the modern global green city, nurturing an innovation economy with progressive public policy, active growth and development.
- Redefining quality of life by blending dynamic work and business opportunities with leisure, arts and entertainment that is second to none, but uniquely San José.

As Silicon Valley continues to develop and mature, the key elements that drive its innovation-based economy are shifting to place greater emphasis upon consumer experience and design creativity. To remain competitive and to continue to support the growth of the Silicon Valley economy, the region must foster, attract and retain a creative and talented workforce. The future workforce will likely increasingly mix technical and artistic expertise, depend upon creative breakthroughs enabled by cross-disciplinary innovation, and demand an attractive, vibrant and dynamic urban environment to call home. San José has the unique resources to address these demands so that it can grow in its role as Capital of the Silicon Valley.

Living Amidst Abundant Natural Resources

One of San José's most striking features, particularly for newcomers to the region, is its average annual 300 days of sunshine. This amenity greatly encourages an outdoor lifestyle, including

active use of the City's parklands, more than 54 miles of trails in 27 trail systems, backyard gardening, pedestrian and bicycle activity, and the development of traditional outdoor urban spaces such as plazas and cafes.

Through early adoption of growth boundary policies, San José has largely preserved its surrounding hillsides as open space, enabling their preservation as parklands or natural habitat, while providing the City's residents with an ever present visual reminder of the nearby natural environment. San José's progressive habitat protection policies and its efforts to develop parklands and trails along the City's riparian corridors continue to build a green network that connects neighborhoods to each other and to the natural environment.

At the southern end of the San Francisco Bay, San José provides an urban environment adjacent to large open spaces and in relatively close proximity a wide variety of natural settings, including the Baylands, redwood forests, the Pacific ocean, and the Santa Cruz mountains and the Monterey Bay area. San José's city boundaries extend from the below-sea level Baylands to its highest elevation of 4,372 feet at Copernicus Peak on Mount Hamilton in the Diablo Range. On a clear day, the view east from the peak can stretch all the way to the Sierra Nevada Range.

Residents have adapted to life amidst these abundant natural resources, adopting an active and casual lifestyle attractive to the Silicon Valley workforce. Making ever greater use of these resources will enable San José's future as a great place to live, work, play and visit.

Home to a Diverse and Thriving Population

San José is defined in part by the great diversity and high achievement levels of its population. San José boasts the highest median income of a large U.S. city and over 40% of its adult residents hold a college degree. In national surveys, San José is also often identified as one of the healthiest places to live. At the same time, San José can be considered the most international city in America, building on a strong Spanish and Mexican cultural heritage a blend of global cultures, ideas and connections with a population of whom 40% were born outside of the U.S. San José also has the largest populations of Chinese, Vietnamese and Indian residents within the Bay Area.

San José is a diverse and thriving community that:

- Takes pride in the cultural and ethnic diversity of its population, and the unique and vibrant identity of its many neighborhoods
- Speaks more than 56 different languages
- Embraces demographics of 31.9% Hispanic, 31.8% white, 30.6% Asian, and 2.9% African-American
- Celebrates Japantown-one of only three in the U.S. - and the Japanese Friendship Garden which are popular stops for visitors
- Maintains the outstanding Biblioteca Latinoamericana which holds one of the largest collections of Spanish language materials in Northern California
- Is home to the biggest Vietnamese community outside of Vietnam, and has the nation's first Vietnamese Heritage Garden and Historical Museum
- Sponsors many cultural festivals year round

- Includes numerous ethnic chambers of commerce which are active in the community

San José's residents enjoy first-rate opportunities for education and learning. These include access to outstanding academic institutions such as Stanford University, San José State University, Santa Clara University, University of California Santa Cruz, University of California Berkeley, and more than 30 community colleges and training providers, which actively partner with local industry to give their students unique practical learning opportunities. San José State University is the number one provider of engineers to Silicon Valley. San José is also home to some of California's best public and private primary and secondary schools.

Closely linked to San José's diversity is the emphasis the City and its residents give to the achievement of social equity within the community. The community identified Social Equity and Diversity as one of the seven elements that should form the basis of the City's General Plan, and which as a theme has informed the development of the *Envision San José 2040* General Plan policy document. Social equity for San José is defined broadly, to include equitable access to municipal services and public amenities, sensitivity to environmental concerns, efforts to promote economic prosperity for all of the City's residents and to foster a culture that recognizes the value of San José's diverse community.

Consistent with its role as Capital of Silicon Valley, San José's population is:

- **Exceptionally productive.** Employee productivity, at \$130,000 per worker in 2010, is more than double the national average.
- **Highly educated.** More than 35% of the workforce has a 4-year college degree or higher, compared with 27% nationally.
- **Cosmopolitan.** More than one-third of San José residents were born outside of the United States. The community enjoys strong cultural and economic ties to some of the most dynamic economies in the world, including China, India, Taiwan and the European Union.

San José stakeholders consistently ranked diversity at the top of San José's strengths. In a 2009 online questionnaire asking "What do you consider to be San José's most significant assets?" diversity was mentioned more than any other response. As innovation is expected to increasingly be based upon the juxtaposition of different ideas and experiences, San José's diversity will be an important home-grown strength to help drive the Silicon Valley economy.

The City's Vision

The *Envision San José 2040* Vision identifies the values that the people of San José want their City to embody through its physical development and the delivery of municipal services as they are directed through the *Envision San José 2040* General Plan. This Vision was articulated through an extensive engagement with a large and diverse number of the community's residents and stakeholders in a community-focused planning process in order to enable the ongoing use and implementation of the General Plan as a document that upholds and advances the overall values of the San José community. These community members and stakeholders worked together with a community Task Force to develop the Plan's Vision, goals and policies. The stakeholder Task Force included thirty-seven dedicated community members, representing political, business, resident, development, religious, and labor interests, appointed by the City Council to guide the General Plan Update. Throughout the four year *Envision* process, they were joined by numerous volunteer community members who participated in the Task Force meetings, at community workshops and through online engagement activities. Community engagement was a fundamental objective of the *Envision* process, and the Vision upon which the *Envision San José 2040* General Plan is based, is a direct expression of the community's values and hopes for the City's future.

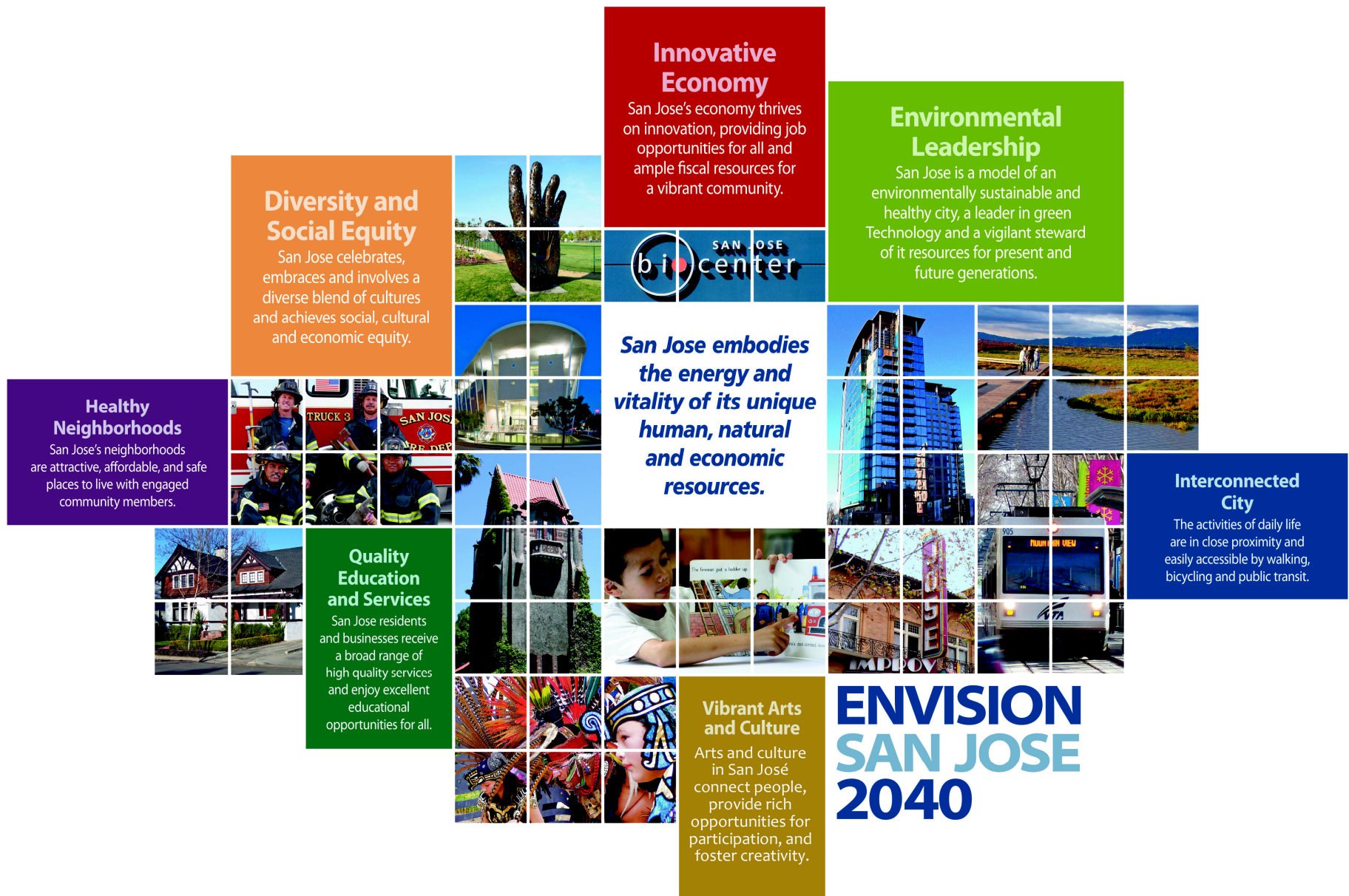
The *Vision* sets forth seven guiding community values to articulate an over-arching vision statement: "San José embodies the energy and vitality of its unique human, natural and economic resources." The seven community values are:

- **Innovative Economy** – San José's economy thrives on innovation, providing job opportunities for all and ample fiscal resources for a vibrant community.
- **Environmental Leadership** – San José is a model of an environmentally sustainable and healthy city, a leader in green technology and a vigilant steward of its resources for present and future generations.
- **Diversity and Social Equity** – San José celebrates, embraces and involves a diverse blend of cultures and achieves social, cultural and economic equity.
- **Interconnected City** – San José residents' activities of daily life are in close proximity and easily accessible by walking, bicycling and public transit.
- **Healthy Neighborhoods** – San José's neighborhoods are attractive, affordable, and safe places to live with residents engaged in their community.
- **Quality Education and Services** – San José residents and businesses receive a broad range of high quality services and enjoy excellent educational opportunities for all.
- **Vibrant Arts and Culture** – San José is a vibrant center for multi-faceted arts and cultural programs, celebrating its heritage and inspiring the creative energy of the community and a rich quality of life.

Particular emphasis was given by the community and *Envision* Task Force to the three values of Innovative Economy, Environmental Leadership, and Diversity and Social Equity. The Task Force and community expanded on the *Draft Vision* to develop the *Land Use/Transportation Scenario Guidelines*. These Guidelines included specific principles used to shape the General Plan Goals, Policies and Implementation Actions and the alternative Land Use Study Scenarios that

led to selection of a Preferred Land Use Scenario now embodied in the *Envision* Land Use/Transportation Diagram.

The Vision elements are all interconnected so that the *Envision General Plan* goals and policies that implement one of the Vision elements are likely to support others as well. For example, the provision of quality education and services leads to equitable distribution of services (Diversity & Social Equity), attracts businesses (Innovative Economy), supports Vibrant Arts & Culture, provides for and educates the public about environmental sustainability (Environmental Leadership), links these services to varied transportation modes (Interconnected City), and improves the quality of life in San José's neighborhoods (Healthy Neighborhoods). Similar connections can be made between the Vision elements for other policy topics and all policies are intended to support most if not all elements the overall Vision. The relationship amongst the *Envision* goals and policies and the Plan Vision is further discussed throughout this document.



City Concepts

City Concepts articulate the ten over-arching ideas that are embodied within the Envision San José 2040 General Plan. Collectively, these concepts build on the Vision to directly inform the Land Use / Transportation Diagram and the Goals, Policies and Implementation Actions formulated to guide the physical development of San José and the evolving delivery of City services over the life of the General Plan document. These ten, interrelated and mutually supportive concepts are considered fundamental to achievement of the City's Vision and together promote the continuing evolution of San José into a great city.

The following section provides a description of these ten overarching City Concepts:

- 1) Community Based Planning
- 2) Regional Employment Center
- 3) Fiscally Strong City
- 4) Focused Growth
- 5) Urban Villages, Corridors and Regional Transit Hubs
- 6) Complete Streets, Grand Boulevards and Main Streets
- 7) Destination Downtown
- 8) Greenline/Urban Growth Boundary
- 9) Environmental Stewardship
- 10) Design for a Healthy Community

Reflected in all ten of the City Concepts is the community's desire to see San José grow into a more prominent and more complete great City, taking on a growing social and economic leadership role in the region, nation and world. To achieve this desire, San José should build on its existing strengths while growing and improving in innovative ways to make the City a great place to live, work and visit. In terms of physical form, San José will offer a wide variety of living and work environments, continuing to develop the Downtown, preserving and enhancing existing residential neighborhoods, and creating new, vibrant urban districts attractive to San José's diverse population and particularly suited to meet the needs of two growing segments of the population, young professionals and those more senior in age. For the delivery of municipal services, San José will continue to be an innovator, implementing creative partnerships and adapting new technologies and techniques to provide high-quality services in an efficient, equitable and cost-effective manner. San José will increasingly use the General Plan as a tool to insure that land use and municipal service delivery decisions are made consistent with the community's long-term vision and goals, to benefit all members of the San José community.

Community Based Planning

Embody the community values and goals articulated through an extensive and meaningful community based planning process. The City's commitment to effectively engaging representatives of all segments of the San José community in the development and implementation of the Envision San José 2040 General Plan is critical to the insure that the Plan will promote San José's continued growth into a leading world city, while maintaining social equity in its operations.

Varied approaches to community engagement have been the means for the Plan to both reflect the community's values and priorities and embrace the City's diverse social and cultural fabric. By incorporating community sentiment, the *Envision* process built significant public support for the primary direction of the Plan, improved public perception of the planning process, and, most importantly, resulted in an improved Plan.

Key decisions in the *Envision* process were directly connected to the priorities expressed by Task Force and community members. The following priorities for the City's future were identified by community members:

- Promoting Economic Development
- Ensuring Fiscal Sustainability
- Providing Environmental Leadership
- Building Urban Villages
- Promoting Transit Use

Envision San José 2040 General Plan policies align with these community priorities by placing a strong emphasis on promoting job growth, protecting employment lands, fostering fiscal stability, and focusing growth capacity into urban Villages and near transit.

Regional Employment Center

Shift the focus of the City's growth to support the establishment of San José as a regional employment center. Growing San José's role as an employment center will enhance the City's leadership role in North America, increase utilization of the regional transit systems, and support the City's fiscal health.

The Land Use/Transportation Diagram and General Plan policies support the development of up to 470,000 new jobs within San José and a jobs to employed residents ratio of 1.3 Jobs/Employed Resident. The Plan focuses employment growth in the Downtown, in proximity to regional and local transit facilities and on existing employment lands citywide, while also encouraging the development of neighborhood serving commercial uses throughout the community and close to the residents they serve. The Plan recognizes that all existing employment lands add value to the City overall and therefore preserves those employment lands and promotes the addition of new employment lands when opportunities arise in order to support an ambitious amount of planned job growth. The Plan in particular supports intensive job growth at planned and existing regional transit stations (e.g., BART, High-Speed Rail, and Caltrans) to support increased transit ridership and regional use of the transit system to access San Jose's employment centers.

Fiscally Strong City

Establish a Land Use Planning Framework that promotes the right balance of fiscal revenue and costs to allow the City to deliver high-quality municipal services, consistent with community expectations.

It is critical that San José makes wise fiscal policy decisions in order to provide high quality services accessible to all community members, to continue to create economic development, and to thrive as a community. San José will maintain a Fiscally Strong City, by providing adequate land for uses that generate revenue for the City and by focusing new growth in developed areas where existing infrastructure (e.g., sewers, water lines, and transportation facilities), and City facilities and services (e.g., libraries, parks and public safety) are already available, resulting in maximum efficiency. The fiscal impact of potential land use and policy options will be given serious consideration and priority in the land use entitlement process. Goals, policies, and implementation actions throughout the General Plan address this important concept. The Plan incorporates policies from the City's Employment Lands Preservation Framework and several critical implementation policies to address the fiscal impacts of future land use decisions.

Focused Growth

Strategically focus new growth into areas of San José that will enable the achievement of City goals for economic growth, fiscal sustainability and environmental stewardship and support the development of new, attractive urban neighborhoods.

A key strategy of the Envision General Plan is to focus new growth capacity in specifically identified “Growth Areas,” while the majority of the City is not planned for additional growth or intensification. This approach reflects the built-out nature of San José, the limited availability of additional “infill” sites for development compatible with established neighborhood character, and the emphasis in the Plan Vision to reduce environmental impacts while fostering transit use and walkability.

The Plan focus new housing growth (Plan capacity for 120,000 new Dwelling Units) into identified Growth Areas: Downtown, North San José, Specific Plan areas, Transit Corridors & Villages, Commercial Centers and Neighborhood Villages. No growth is planned in the Mid-Coyote Valley or South Almaden Valley (Urban Reserves) for the Plan timeframe.

While the Focused Growth strategy directs to and promotes growth within the identified Growth Areas, it also strictly limits new residential development through neighborhood infill outside of these Growth Areas to preserve and enhance the quality of established neighborhoods, to reduce environmental and fiscal impacts, and to strengthen the City’s Urban Growth Boundary. Infill development within such neighborhoods, often at a density and form inconsistent with the existing neighborhood pattern, has been disruptive to the development of a positive neighborhood character. Focusing new growth into the Growth Areas will help to protect the quality of existing neighborhoods, while also enabling the development of new village areas with a compact and dense form attractive to the City’s projected growing demographic groups (i.e., an aging population and young workers seeking an urban experience), that support walking, provide opportunities to incorporate retail and other services in a mixed-use format, and support transit use.

The Plan supports a significant amount of new housing growth capacity, providing near-term capacity for development of approximately 85,000 new dwelling units, with the ability in future Plan Horizons to ultimately build up to a total of 120,000 additional dwelling units. As described in the Implementation chapter, the Plan’s first Plan Horizon preserves all of the San José 2020 General Plan residential growth capacity for the Downtown, Specific Plan areas, North San José and vacant lands throughout the City. In combination, these areas can support approximately 54,360 new dwelling units. New Village housing areas created through the first Plan Horizon in the Envision San José 2040 General Plan Update provide planned growth capacity for an additional 30,690 dwelling units.

Most of the planned housing capacity will need to be achieved through the reuse of existing low-intensity sites for higher density mixed-use projects (e.g., projects of 50 or

more dwelling units per acre). Because for the first time in recent history the City is largely built-out within its city limits, it is not possible to add more growth capacity for lower density single-family detached or townhouse development projects. More of this type of development could only be built if the City opened the Mid-Coyote Valley or South Almaden Valley Urban Reserves to new development, extended new development into the hillsides above the Urban Growth Boundary, or converted the City's employment lands to residential use.

Most of the Plan's residential growth capacity is provided through the conversion of older commercial areas to mixed-use, including sites previously identified for housing development within North San José and the new commercial sites made available for mixed-use development within the *Envision* General Plan Village areas. Planning such sites for higher, not lower, density residential development acknowledges their value as a finite land resource and enables the City to provide housing growth capacity consistent with demographic trends and the community objectives of the *Envision San José 2040* General Plan. Further employment land conversions or dramatic expansions of the City outside of its current boundaries would have significant negative environmental, fiscal and economic implications and be clearly contrary to those objectives.

Urban Villages, Corridors and Regional Transit Hubs

Promote the development of Urban Villages, Corridors and Regional Transit Hubs to provide active, walkable, bicycle-friendly, transit-oriented, mixed-use, urban settings for new housing and job growth attractive to an innovative workforce and consistent with the Plan's environmental goals. The Plan focuses significant growth, particularly to increase employment capacity, in areas surrounding the City's regional transit hubs in order to support its continuing emergence as a Regional Employment Center and to maximize the use of these transit systems within the region.

The Urban Villages and Corridors concept creates a framework for most new job and housing growth to occur within walkable and bike friendly Urban Villages and Corridors that have good access to transit and other existing infrastructure and facilities. Building neighborhood-oriented Urban Villages will enhance established neighborhoods by integrating a mix of uses, including retail, food markets, offices, public services, housing, places of worship, public parks and plazas, within or adjacent to existing or emerging neighborhoods. Larger regional Urban Villages will also function as complete destinations that integrate a mix of high density housing, employment, and services within existing key business areas to create dynamic urban settings. These regional Villages will serve a much larger area than the immediately adjacent surrounding neighborhoods. The Corridors identified for growth will include uses and urban spaces similar to those promoted within Urban Villages, but in a more linear form. The Corridors also create a positive identity for San José by creating a consistent urban design character along the major roadways that connect San José's neighborhoods, regional hubs, neighboring cities and the Downtown.

Regional Transit Hubs are locations within San José with unique access to major transit facilities of regional significance. Because these Hubs have a large public investment in transit facilities and are regionally accessible, the General Plan policies and Land Use / Transportation Diagram strongly direct that new job and housing growth occur at these locations at the highest feasible concentration and density, with particular emphasis upon employment growth. Recognizing their emerging roles as City gateways and primary public spaces, attention will be given to the design of new development within the Hub areas with careful consideration given to the formation of high-quality environments for public circulation and gathering.

Complete Streets, Grand Boulevards and Main Streets

Design streets for people, not just cars, and to support a diverse range of urban activities and functions. Develop important roadways as Grand Boulevards to connect multiple neighborhoods and act as urban design elements at a citywide scale. Promote the ongoing development of Main Streets to foster community identity and walkability, recognizing that they serve as important destinations for retail and other activities within neighborhood areas.

The City's roadways will be designed to be "Complete Streets" that are accessible and function well for everyone. A Complete Street provides safe, comfortable, attractive and convenient access and travel for pedestrians, bicyclists, motorists, and transit users of all ages, abilities, and preferences. The design of a Complete Street considers both the public right-of-way and the land uses and design of adjoining properties, including appropriate building heights and the planning of adjoining land uses that actively engage the public street realm. As part of the Complete Street concept, appropriate land uses, building heights, setback dimensions and other design elements related to the type and character of the street, are addressed through new zoning districts and other implementation tools adopted to advance the goals of the *Envision San José 2040* General Plan. Close alignment of the City's Capital Improvement Program with the General Plan will allow the City to strategically plan and direct resources to develop infrastructure in support of other Plan goals.

To support and utilize Complete Street concepts, the City maintains a land use and transportation network and transportation facilities that promote increased walking, bicycling, and public transit use.

Although the goal of the City is that every street be a "Complete Street," seven Grand Boulevards stand out as having great potential to connect City neighborhoods and to contribute to the City's overall identity through cohesive design. These seven Grand Boulevards are:

- North First Street/Monterey Highway
- Capitol Avenue/Capitol Expressway
- Alum Rock Avenue/Santa Clara Street/The Alameda
- San Carlos Street/Stevens Creek Boulevard
- Meridian Avenue
- Winchester Boulevard
- Saratoga Avenue

Because of their importance and location as major transportation routes, and because of the land uses they support, these Grand Boulevards play an important role in shaping the City's image for its residents, workers, and visitors and have the potential to act as major urban design elements at a citywide scale.

These Grand Boulevards require extra attention and improvement. Within the public right of way, special measures include enhanced landscaping, additional attractive lighting, wider and comfortable sidewalks, and identification banners. For adjoining land uses, design standards will support cohesive and interesting urban development.

Main Streets are roadways that, in combination with the adjacent land uses, play an important role in defining the character and identity of the surrounding neighborhood. In many cases, neighborhood residents identify themselves according to their neighborhood's Main Street. Neighborhood residents can enjoy the retail and other services provided along a Main Street, attend community events associated with the Main Street and identify the Main Street as an integral central spine of their neighborhood that is interconnected with the rest of the City's streets.

The Main Street's physical form supports many transportation modes, with significant emphasis given to public pedestrian facilities to facilitate interaction amongst members of the community while also serving as part of the citywide transportation network. Each Main Street may be different in character, and should reflect, with the adjacent land uses, the key characteristics of the adjacent neighborhoods. The City may develop special standards for both the public right-of-way and for the adjoining land uses for the City's Main Streets to support their function as urban corridors, providing high-quality pedestrian facilities and public spaces that are a primary component of the surrounding neighborhood identity

Destination Downtown

Support continued growth in the Downtown as the City's cultural center and as a unique and important employment and residential neighborhood. Focusing growth within the Downtown will support the Plan's economic, fiscal, environmental and urban design/placemaking goals.

Downtown San José is the cultural heart of San José and it provides employment, entertainment and cultural activities more intensely than in any other area. The Downtown also consists of valuable historic resources, buildings with distinctive architecture, and unique neighborhoods where residents have convenient access to urban activities and amenities. As San José's largest and most vibrant urban area, Downtown contributes towards the positive identity of the City to the region, the nation and abroad.

Downtown San José is home to a growing number of companies whose employees enjoy the downtown life. Software and creative services businesses, in particular, offer technical skills and creative talent in San José's urban center. Silicon Valley's urban university, San José State, boasts award-winning capacity in product design, interactive media, and computer engineering. Between 2000 and 2010, the Downtown residential community grew by 8,000 people with the addition of new condominiums, lofts, and live-work units.

The Downtown includes the largest concentration of San José's civic and cultural facilities, including City Hall, the main library, the City's convention center, the arena, museums, theaters and outdoor gathering venues.

The Downtown is defined as:

- A vibrant urban center for living, working, entertaining
- The only location in the South Bay that actively promotes high-rise development
- A distinctive work environment for large and small companies
- Center to the City's arts, entertainment, culinary and sporting activities
- An eclectic mix of historic architecture side by side to award-winning contemporary urban design

Greenline / Urban Growth Boundary

Reinforce the Greenline and Urban Growth Boundary that define the limit of the City's urbanized area and preserve the surrounding hillsides largely as open space. Limiting the City's outward expansion is a basic requirement for advancing the Plan's environmental and fiscal goals.

The Greenline/Urban Growth Boundary defines the ultimate perimeter of urbanization in San José. Besides setting limits to urban development as a growth management and fiscal sustainability strategy, the Greenline/Urban Growth Boundary is intended to develop a clearer identity for San José by defining where urban development ends and by establishing policies to preserve valuable open space resources. Natural resources surrounding the lands within the Greenline/Urban Growth Boundary are the inspiration for this concept.

The Greenline/Urban Growth Boundary demonstrates the strong, long-standing commitment of both the City of San José and the County of Santa Clara that urban development should occur only within the Urban Service Areas of cities where it can safely and reasonably be accommodated and where urban services can efficiently be provided. Lands outside of the Greenline/Urban Growth Boundary are identified as those that are intended to remain permanently rural in character and that should remain under the jurisdiction of the County. Both the City and the County are committed to the success of this arrangement and will continue to develop and implement consistent land use plans and development policies for lands of mutual concern both within and outside of the Greenline/Urban Growth Boundary. This commitment is reflected in the Greenline/Urban Growth Boundary goals and policies of both General Plans.

Environmental Stewardship

Advance the City's Green Vision through 2040 and establish Measurable Sustainability indicators consistent with Green Vision Goal #7. The Plan provides the basis for the City's Greenhouse Gas Reduction Strategy.

To support the Environmental Leadership element of the General Plan Vision and the City's Green Vision, the General Plan contains multiple policies to support the implementation of environmental best practices. San José is a city designed, constructed, and operated to minimize waste, to efficiently use its natural resources, and to manage and conserve resources for use by present and future generations. San José acknowledges that it exists within both a regional and global environment. Its decisions regarding natural resources will have impacts outside the City's jurisdiction, and the decisions of others in the region and beyond will impact the City's ability to meet its future needs. San José strives to minimize its contribution to climate change while remaining adaptable to impacts from climate change. San José will encourage and participate in cooperative regional efforts intended to improve the quality of air and water and to conserve land, soil, water, energy and ecosystems such as San Francisco Bay, forests, riparian corridors, fisheries and grasslands.

As the City's guide for growth and development, the General Plan is a unique tool to shape its growth, minimize its impacts on resource consumption, reduce its contribution to global warming, and to preserve and enhance its natural environment. The General Plan continues San José's tradition of innovative environmental leadership, supporting and supported by other important City environmental policies, including the Green Vision, the Greenhouse Gas Reduction Strategy, the Green Building Policies, the Stormwater Management Plan, the Hydromodification Management Policy, the Riparian Corridor Policy and the Habitat Conservation Plan.

Design for a Healthy Community

Support the physical health of community members by promoting walking and bicycling as commute and recreational options, encouraging access to healthy foods, and supporting the provision of health care and safety services.

The “Design for a Healthy Community” concept embodies a very broad range of topics, and “Design for a Healthy Community” strategies are integrated throughout the General Plan to establish a policy framework to shape and grow a city that provides for the physical health of its residents. General Plan policies support good nutrition and healthy air and water, protect the community from human-made and natural hazards and disasters, provide for economic opportunities that meet the needs of all residents, and provide for the equitable distribution of public resources, including public health facilities, throughout the City.

To further the Healthy City concept, the Land Use/Transportation Diagram, and the goals and policies related to Quality Neighborhoods, Urban Villages, Urban Design, Complete Streets, and Transportation, encourage physical activity by creating “complete” communities where most individuals’ daily needs can be met walking or biking on safe and convenient paths and routes. Parks, Trails, Open Space, and Recreation policies also encourage activity by promoting good and convenient access to a large and diverse variety of parks, trails and recreations facilities for all City residents.

As a key factor to encourage the health of its residents, the Land Use/Transportation Diagram, and the Quality Neighborhoods and Land Use policies address improving access to healthful foods, particularly fresh produce. To this end, the General Plan also supports the development of urban agriculture, and the preservation of the existing agricultural lands adjacent to San José to increase the supply of locally-grown, healthful foods. The General Plan further supports Healthy Community regulatory land use policies, enabling the operation of farmer’s markets, urban farming activities, and promoting the availability of healthy foods while limiting access to alcohol at retail locations.

Growth Areas

The Land Use / Transportation Diagram, General Plan policies and the Growth Areas concept diagram identify specific areas of San José which are planned to accommodate the majority of the City's job and housing growth. The planned location of job and housing growth capacity supports the City's long-term goal to emphasize growth within the Downtown, North San José and Specific Plan areas, while focusing new job and housing growth capacity in identified transit corridor, transit station area, commercial center and neighborhood village Growth Areas. The specific amounts of job and housing growth capacity for each of the Growth Areas are indicated in Table ____.

Regional Transit and Transit-Oriented Villages and Corridors include vacant or under-utilized lands within close proximity of an existing or planned light rail, BART, Caltrain or Bus Rapid Transit (BRT) facility. Commercial Center Villages & Corridors include vacant or under-utilized lands in existing, large-scale commercial areas (e.g., Oakridge Mall, Winchester Boulevard, Bascom Avenue, etc.) Neighborhood Villages are smaller neighborhood-oriented commercial sites with redevelopment potential. While the Neighborhood Villages are not located in proximity to major transit facilities, their intensification could serve to create a vibrant village setting within easy access of the nearby neighborhood. For all of the Village areas it is expected that the existing amount of commercial square footage would be retained and enhanced as part of any redevelopment project so that existing commercial uses within San José are never diminished.

The following text summarizes the special characteristics of each one of the City's Growth Areas:

1. Downtown
2. Specific Plans
3. North San José
4. Employment Lands
5. Regional Transit Stations
6. San José Transit Villages and Corridors
7. Commercial Centers
8. Neighborhood Villages

Downtown

The *Envision San José 2040* General Plan reinforces the importance of San José's Downtown as the physical and symbolic center of the City. Planned growth capacity and the General Plan policies are intended to further support the growth and maturation of the Downtown as a great place to live, work or visit. The *Envision San José 2040* General Plan maintains and augments the City's *Downtown Strategy 2000* to support regional transit use, continue the development of the Downtown as a regional job center and to support continued development of high-rise development within the Downtown area.

Ambitious job and housing growth capacity is planned for the Downtown and supported by *Downtown Strategy 2000*. This growth capacity is important to achieve multiple City goals, including support for regional transit systems. It also helps to advance all elements of the General Plan Vision.

Specific Plans

Specific Plan areas have played a central role in the City's ongoing commitment to providing new housing through transit-oriented development projects. While a few of the Specific Plans have been fully implemented, several continue to provide important growth capacity. The City's adopted Specific Plans generally have a residential orientation, providing significant capacity for residential and mixed-use development at important infill sites throughout the City and often in proximity to the Downtown. The *Envision* General Plan maintains the existing growth capacity and residential focus of the Specific Plan areas, with the exception of the Alviso Master Plan, which has an employment focus and expanded job growth capacity provided through the Envision General Plan.

The Alviso Master Plan preserves the existing Alviso Village area and supports significant employment growth as an extension of the City's key North San José employment district. Within the Alviso Plan area, the Water Pollution Control Plant lands have been identified as a significant opportunity for new employment land areas, and in particular to provide an opportunity for new light industry or manufacturing activity jobs. According to current occupancy data and the Envision *Job Growth Projections and Employment Land Demand* Report, there is a significant need for additional industrial land of this type. Because the other Specific Plan areas are generally built-out and/or located in areas with a lesser degree of transit access, employment growth in those areas is more focused on commercial or industrial uses that support local residences and businesses.

The Envision General Plan provides a limited amount of new residential and job growth capacity in other Specific Plan areas, consistent with the overall Plan goal of focusing new growth in proximity to transit and other City services. Because the Specific Plans were developed through extensive community-based planning processes, the Envision General Plan incorporates, with only very limited modification, the land uses designated within the Specific Plan areas. Further review and updating of the Specific Plans in the future will be important to fully realize the goals and policies of the Envision General Plan.

North San José

North San José is the City's largest employment district, home to many important leading technology companies and a key growth area for the City. The *Envision* General Plan augments the North San José Area Development Policy, providing growth capacity for up to 97,000 new jobs and 32,000 new housing units to further its development as a regional employment center.

The City's North San José Area Development Policy continues to be the key implementation document for this area. The Policy includes a phasing plan and a Traffic Impact Fee which link job and housing growth, and requires some amount of both in order to fund transportation improvements. This Plan considers the new residential neighborhoods addressed in the North San José Area Development Policy, North San José Urban Design Guidelines and North San José Neighborhoods Plan as the equivalent of new Villages. Those completed policy documents will serve as a Village Plan for each neighborhood area.

Employment Lands

Significant job growth is planned through intensification of each of the City's Employment Land areas, including the Monterey Corridor, Edenvale, Berryessa/International Business Park, Mabury, East Gish and Senter Road, and North Coyote Valley as well as North San José. These Employment Lands are planned to accommodate a wide variety of industry types and development forms, including high-rise and mid-rise office or research and development uses, heavy and light industrial uses and supporting commercial uses to respond to the projected demand for each type of industrial land. Three areas are designated as Employment Centers because of their proximity to regional transportation infrastructure. These include the North San José Core Area along North First Street, the portion of the Berryessa/International Business Park in close proximity to the planned Milpitas BART station and existing Capitol Avenue Light Rail stations, and the Old Edenvale area, which because of its access to light rail, is also planned for additional job growth. The *Envision* General Plan does not support conversion of industrial lands to residential use, nor does it include housing growth capacity for these areas.

Regional Transit Stations

To support the City's growth as a regional job center and to encourage greater utilization of regional transit infrastructure, the General Plan provides significant new job growth capacity within Regional Transit (BART, Caltrain and High-Speed Rail) Villages. Both the Lundy/Milpitas and Berryessa BART station areas support large amounts of new mid-rise and high-rise employment uses, while the Berryessa BART village is also planned for additional housing development. The Alum Rock BART station area accommodates both job and housing growth, on a more limited scale, given the local site characteristics and neighborhood interface.

San José Transit Villages and Corridors

A large and balanced amount of job and housing growth capacity is planned for the Transit Villages and Corridors. The goal is to maximize the opportunity for creating new mixed-use villages in these areas. While the BART area job capacity is planned primarily for mid-rise and high-rise offices, the Light Rail Villages should provide more opportunity for retail and service jobs that benefit from close proximity to residential use. While the BART system serves as a regional transit line, bringing workers from throughout the region to employment centers within San José, the light rail system is more appropriate for shorter commute trips and is also less likely to generate land use compatibility concerns. Accordingly, it is appropriate to include more residential and retail growth capacity along the light rail system. The Oakridge Mall Light Rail station area is particularly of interest because of its size and high level of unrealized potential to support a walkable, mixed-use community, and also the amount and diversity of established commercial uses and other services already located within the area

Commercial Centers

While the Commercial Centers are less directly connected to transit than other Growth Areas, they contain large parcels which may have greater potential for redevelopment and are generally located in areas with a high degree of accessibility which is advantageous for intensified commercial development. Providing residential growth capacity in the Commercial Center Growth Areas is a potential catalyst to spur the redevelopment and enhancement of existing commercial uses while also transforming them into mixed-use Village type environments. At the same time, their typically more suburban settings may create some challenge to such revitalization. The Commercial Centers with closer proximity to other growth areas and transit (e.g., North Bascom Avenue) or in proximity to established, more intense uses (e.g., De Anza Blvd.) may have greater near-term potential for transformation into Village settings. A modest and balanced amount of new housing and job growth capacity is planned for the Commercial Centers in order to support their intensification as both employment and housing centers, support potential expansion of existing retail activity, and add a mix of employment uses while also recognizing that transit-oriented sites should be given more priority for accommodating new growth.

Neighborhood Villages

To support the General Plan goal of providing broad access to mixed-use Villages for all areas of the City, the Plan establishes Neighborhood Villages as one of the identified Growth Areas. In keeping with the *Envision* Plan's goal to support job growth, Neighborhood Villages are planned to accommodate job growth along with a small amount of new housing. Job growth within Village Areas is planned to focus on neighborhood-serving office, retail, and other commercial uses while providing opportunities for a wide variety of employment activity. Because implementation of the Neighborhood Villages will require redevelopment of existing commercial sites which serve the surrounding community, the Plan anticipates retention of all existing commercial activities within the Village area. Modest increases in housing and employment within the Neighborhood Villages should also support expansion of retail activity. It may be difficult to attract large numbers of new jobs to these locations given their relatively small scale and separation from other employment areas, but some additional job growth should be possible to support surrounding uses.

Growth Areas Diagram

Envision San José 2040 Context and Key Issues

This section provides as context an historical account of the development and use of the General Plan in San José as a land use planning and implementation tool. Following this context, the section contains a narrative documentation of the *Envision San José 2040* General Plan Update process, including a description of the community engagement and Task Force activities, and a summary of key issues that were discussed by the *Envision* Task Force.

History of Planning in San José – the General Plan

Since the adoption of its first General Plan in 1960, San José has progressively used its General Plan and associated policies to establish an overall vision and guiding principles for the City's land use decisions and provision of urban services. Policies adopted by the City during this time period advanced identified guiding principles, including: Economic Development, Growth Management, Downtown Revitalization, Urban Conservation/Preservation, the Greenline/Urban Growth Boundary, Housing, Sustainable City and Social Equity. Throughout the past 50 years, the planning activities of each decade illustrate the City's growing commitment to engaging community members in the planning process, basing policy on community values, growing the City's identity and economic role, demonstrating environmental leadership, achieving fiscally sustainable land uses and using the best practices in land use planning to provide opportunities for the City's growth consistent with its other goals.

The following summarizes the most notable land use policies adopted by San José that significantly contributed to the evolution of the City's General Plan.

The 1960 General Plan

From its founding in 1777 until the conclusion of World War II, San José grew at a fairly modest pace, reaching a total population of 68,457 in 1940. Dramatic changes in City politics, economic conditions and land use policies fostered rapid growth in the following decades so that San José had reached a population of 204,196 by 1960. Key factors in this growth were the City's policies of aggressive annexation, construction of the Water Pollution Control Plant, active business attraction policies and flexible land use regulation. To support rapid growth, the City's relied upon its population to pass bonds that could subsidize the cost of infrastructure expansions in advance of the demand created by new development. Between 1950 and 1970 the bond indebtedness of the City's residents doubled, growing at a rate twice that of other California cities. Consistent with the City's pro-growth and pro-development orientation, San José's leaders did not focus their attention on developing land use policies and the City was relatively late among large cities when it adopted its first General Plan in 1960.

The City's first General Plan, comprised of one page of text and nine pages of diagrams, covered three Elements: Land Use, Circulation and Population. The Plan established high-level goals for San José related to economic development, civic identity, cultural growth, quality of life, land use compatibility and maintenance of an efficient transportation system.

The diagrams included a Land Use plan, and plans for various City infrastructure systems including roadways and utilities. The Plan did not include any particular guidance on how to achieve its goals or other specific policies or actions that might have hindered the City's pro-growth objectives. While the document did identify planned land uses, it served most readily to support the City's continued expansion.

In the years following adoption of the 1960 General Plan, costs of the City's rapid and largely unplanned growth become more readily evident to City leaders and its general population, generating a greater interest in the use of the General Plan and other land use policies to manage growth. The movement of retail activity to new shopping centers on the City's periphery or within adjacent communities, along with relocation of City Hall out of Downtown, led to the closure of many of San José's Downtown businesses and a dramatic decline in the City's share of County sales tax revenue. As early as 1956, not coincidentally the year in which Valley Fair, the region's largest shopping center opened, civic leaders had identified the need for urban renewal and created an urban renewal agency able to receive federal funding to condemn property. Despite this effort, San José's Downtown underwent notable and prolonged decline. Growth management and improvement of the City's Downtown became important themes that permeate successive land use planning efforts.

Urban Development Policy (1970)

The 1960s saw the emergence of a residential population more concerned with the neighborhood quality of life impacts caused by the City's rapid growth. Led by newly formed neighborhood groups, residents increasingly expressed dissatisfaction with the City's policies related to its fiscal health, to its ability to provide services and to the protection of environmental resources. As a consequence of sprawling and leap-frog land use development pattern, residents suffered dually from heavy bond payment obligations and inefficient, disorganized government services. This growing dissatisfaction amongst the City's residents, along with various changes in the City's political context, resulted at the end of the decade in a significant shift in political leadership. The change in leadership directly translated into a new interest in using General Plan and land use policies to manage growth, establish a vision for the City's land uses, maintain and improve the delivery of City services and protect environmental resources. The first major policy adopted for this purpose was the City's *Urban Development Policy*.

This landmark document initiated the City of San José's growth management program through the establishment of the Urban Service Area concept. Equally significant, the City and the County of Santa Clara cooperatively developed a policy stating that urban development would be permitted only within the Urban Service Area of cities. This policy is still in force today.

General Plan '75 (1976)

The City's commitment to the use of the General Plan as a growth management tool was established following the continuing shift in the City's political leadership in the early 1970s. The new orientation of San José's political leaders was supported in part by increased voter turnout that came with the change to align the timing of local and national elections. To communicate and implement the City's vision for growth management, San José adopted its first "modern" General Plan in 1976. The General Plan (*General Plan '75*) was used to

formalize restrictions on growth to address traffic congestion, flooding issues, hillside development and school crowding. The Plan included design standards for new development and clearly established the need for new development to share in the cost of capital improvements rather than using general obligation bonds to subsidize growth.

General Plan '75 integrated the State mandated General Plan elements into a cohesive, internally consistent document. The Land Use/Transportation Diagram accordingly was based upon and reflected the goals and policies of the Plan. In addition, this Plan introduced minimum densities, the goal of fostering infill development within the Urban Service Area, protection of hillsides and agricultural lands through Non-Urban Hillside and agricultural designations, promoting economic development of the Downtown, and the strategic location of areas for industrial development to reduce commutes (North San José and Edenvale). This plan was innovative in its critical linking of land use planning with planned transportation facilities.

While *General Plan '75* established the foundation for the City's growth management policies, it continued to grow quickly. San José ranked as the fastest growing major city in population in the U.S. for the 1970s. Annexation played a much smaller role in growth during this period, as most population growth was accommodated through infill development within the City's existing boundaries. Growth was also limited in specific districts of the City (Evergreen, Almaden Valley and Coyote Valley) due to traffic or other environmental concerns unique to those areas. Planning for Coyote Valley, which emerged as an important issue, has in particular continued to be an important land use policy question for San José.

General Plan '75 played a role in the City's move to a District-based Councilmember system, adopted by San José in 1980. Following a pattern begun with a City-wide community based infrastructure planning initiative, *Projects 75*, the *General Plan '75* update reinforced the neighborhood-oriented "Planning Areas" concept for the City, which facilitated the further awareness and formation of neighborhood organizations and popular support for a District-based City Council. Emphasizing neighborhood-based planning and community engagement has continued to be an important theme for the City's General Plan and other major land use planning initiatives.

Transportation Level of Service Policy (1978)

The City Council established the *Transportation Level of Service Policy* in 1978 to prescribe mitigation measures to satisfy the transportation level of service policies of the General Plan. This Policy continues to be an important implementation tool, providing a means for the City to require new development to mitigate its transportation impacts.

The City's transportation policies were notably modified in 2002 when the City Council adopted amendments to the General Plan to allow flexibility in the General Plan's vehicular traffic and transportation policies to support multi-modal transportation goals and smart growth land use principles. They were significantly modified again in 2005 when the City Council adopted a new policy to exempt certain "protected" intersections from traffic mitigation improvements if alternate improvements were made to enhance other modes of transportation in the vicinity, including pedestrian, transit and bicycle. These modifications,

along with special exemptions for the Downtown and other more urbanized districts within the City, were necessary and beneficial in order to support the development of these districts as less auto dependent and more supportive of transit use and pedestrian activity.

Berryessa Evergreen Swap (1980)

Related to efforts to address traffic congestion, the City completed the *Berryessa Evergreen Swap* in 1980, converting land in North San José from industrial to residential use and land in the Evergreen from residential to industrial. Because employment uses were (and continue to be) concentrated in the northern part of the City as well as in the neighboring communities to the west, the addition of housing in closer proximity to the employment uses was intended to reduce commuting distances, while the addition of employment in the southeast part of the City would allow for residents of that area to commute shorter distances to work along less congested “reverse commute” roadways.

Mayor’s Task Force on Economic Development (1983)

While maintaining strong growth control measures continued to be an important goal of its leadership, the City responded to business interests and proponents of expanding development into Coyote Valley by convening a Mayor’s Task Force on Economic Development in 1983. The City Council established this Task Force to comprehensively review the City’s economic development program and to prepare recommendations on specific parcels in South San José and the Coyote Valley. The Task Force evaluated the vacant industrial land inventory, high technology demand and infrastructure requirements.

Task Force recommendations included creation of a comprehensive plan for Coyote Valley through the Horizon 2000 process, expansion of the urban service area to accommodate large firms in North Coyote Valley and Edenvale, and the approval of proposed General Plan amendments to allow industrial uses in North Coyote Valley. Proponents of the Task Force recommendations argued that selective industrial development within Coyote Valley would generate revenues to support City services and support a reverse commute pattern that would make better use of existing transportation infrastructure by placing job growth in the job-poor southeast portion of the City. Recommendations from this Task Force were addressed through the City’s next General Plan Update, the *Horizon 2000 General Plan*.

Horizon 2000 General Plan (1984)

The *Horizon 2000 General Plan* built upon the framework in the integrated *General Plan '75* with the identification of five tightly interwoven Major Strategies. These Strategies were Growth Management, Downtown Revitalization, Economic Development, Urban Conservation/Preservation, and the Greenline. In addition, the *Horizon 2000 General Plan* established the Coyote and Almaden Valley Urban Reserves as areas where development should be delayed until various planning and urban service conditions (“triggers”) could be met. Collectively, this strategy framework further reinforced the City’s commitment to managing growth by limiting outward expansion while giving preference to redevelopment and intensification within the City’s Downtown and other established urban areas.

While the City had been engaged in attempts at Downtown revitalization since formation of its redevelopment agency in 1956, San José began addressing improvement to its Downtown with renewed interest and energy in the 1980s. One important policy change was the merger

of three Redevelopment Areas to provide a critical source of funding for projects within the Downtown. These resources were used to attract several large hotels to the Downtown and to construct a convention center, museums, an arena, streetscape improvements and other public amenities.

Close linkage of land use planning and transportation planning also emerged in the 1980s as a more prominent tool for accomplishing the City's goals for managed growth and a revitalized Downtown. Whereas in the past transportation investments had been focused on supporting the City's horizontal expansion, beginning in the 1980s the City and the County's transportation authority have been able to make significant investment in transportation improvements to support the Downtown, transit-oriented development, and bicycle and pedestrian movement. The Santa Clara Valley Transportation Authority (VTA) opened the County's first Light Rail transit line in 1987, providing a transit connection between San José's Downtown, the North San José employment area and residential and employment areas in the southern part of the City.

Consistent with the City's emerging self-identification as the "Capital of Silicon Valley," and to address regional traffic issues, the City adopted the *North San José Area Development Policy* in 1988. This Policy was based on a cooperative regional "Golden Triangle" planning project initiated by San José in an attempt to establish common land use policies within San José and other nearby jurisdictions to address traffic concerns tied to the continuing growth of the Silicon Valley economy. The City continued to draw more high-tech industry, particularly to the North San José and Edenvale areas, but notably also to the Downtown.

Parkland Dedication Ordinance (1988) and Park Impact Ordinance (1992)

In 1988, the City Council adopted the Parkland Dedication Ordinance (PDO) to help meet the demand for neighborhood and community parks generated by the development of new residential parcels. In 1992, the City Council adopted the Park Impact Ordinance (PIO), which applied parkland dedication requirements to new units in non-subdivided residential projects. Both the PDO and PIO require that new housing projects either dedicate land for public parks, pay a fee in lieu of dedication, or a combination of the two. The PDO is consistent with the requirements and procedures for the dedication of parkland by housing developers as set forth in the California law known as the [Quimby Act, Section 66477 of the Government Code](#).

Housing Initiative Study (1991)

Ongoing concerns related to the potential impact of growth management upon the City and region's housing supply and affordability prompted San José to undertake a Housing Initiative Study in 1991. To accommodate demand for new housing, the Housing Initiative Study explored opportunities for high-density residential and mixed-use development along the majority of the Guadalupe Light Rail Corridor, within the Downtown Frame Area, and along two major arterials with frequent bus service. The Study concluded that there was sufficient available land for 10,000 new high density units in the short term; a market demand for up to 9,500 such units; and that most projects would be financially feasible. The City has since implemented policies on a consistent basis that focus housing growth at higher densities in proximity to transit.

Specific Plans (1992 – 1995)

To guide and facilitate new transit-oriented housing and the development of well-planned neighborhoods, the City prepared four Specific Plans in the early 1990s. The first of these, the *Evergreen Specific Plan*, provided a master plan for the development of a new neighborhood on the City's eastern edge within the Evergreen Development Policy area, giving careful consideration to the incorporation of parks and open space, providing for neo-traditional housing (i.e., inspired by historic styles and forms), and identifying a site for a Village Center. Similarly, the *Communications Hill Specific Plan* provided a master plan and vision for the development of a new mixed-use, mixed-density walkable neighborhood relatively close to the City's center and accessible to transit. Two other plans, the *Midtown Specific Plan* and the *Jackson Taylor Residential Strategy*, provided for the conversion of older industrial lands into higher-density, mixed-use transit-oriented neighborhoods. By taking the initiative to prepare these Plans, the City was able to guide new residential development to be built at locations and in a form consistent with the City's goals of promoting transit use, building walking urban environments and supporting the City's Downtown.

San José also undertook other planning and redevelopment projects that address important gateway corridors or neighborhood areas including Santa Clara Street, San Carlos Street, Alum Rock Avenue, The Alameda, Lincoln Avenue and Japantown.

San José 2020 General Plan (1994)

The *San José 2020 General Plan* expanded on themes and strategies of previous General Plans, including use of a detailed fiscal analysis to make difficult decisions regarding the location and intensity of future growth. Based on the fiscal analysis, environmental concerns and a continued desire to address housing needs for a growing population, the City Council adopted a Plan which reduced opportunities for urban growth at the City's edge, committed land uses to higher intensity infill development along identified intensification corridors (generally along existing and planned light rail corridors), and added the Housing and Sustainable City Major Strategies. A key decision made with adoption of that Plan was to continue to preserve the Coyote Valley and Almaden Valley Urban Reserves for potential future development, but only after certain prerequisite conditions were met. While the *San José 2020 General Plan* clearly identified environmental, fiscal and economic goals as important considerations, it also provided significant citywide growth opportunity, particularly through a number of Discretionary Alternate Use Policies intended to facilitate infill development and by continuing to emphasize intensification through redevelopment within central areas and near transit.

Neighborhood Revitalization Strategies (1994 – 1997)

The Citywide *Neighborhood Revitalization Strategy*, adopted in 1997, looked at coordinating the delivery of selected services to neighborhoods requiring special assistance to improve their living environments. This strategy was a significant expansion of planning activity to include revitalization of older neighborhoods suffering from a lack of investment. The fundamental concept was to target comprehensive packages of City services into selected neighborhoods to achieve real and visible results, a change from the typical practice of delivering individual services independently and often without visible or long term results. A Neighborhood Revitalization Plan was prepared to guide the overall long term improvement of a neighborhood. Specific areas of the City with greater need for revitalization were addressed

through the *Poco Way Neighborhood Revitalization Strategy*, adopted in 1994, and the *Santee Neighborhood Revitalization Plan*, adopted in 1996.

Specific Plans (1995- 2004)

Following the *San José 2020 General Plan* update, the City prepared a series of Specific Plans to further implement the General Plan goals and policies. These Specific Plans continued the trend established in the early 1990s, providing more specific land use guidance for areas of the City identified for potential redevelopment with higher density, mixed-use neighborhoods. For example, the *Tamien Station Specific Plan* and *Rincon South Specific Plan* addressed areas of the City with a high degree of transit access, while the *Alviso Master Plan* and *Martha Gardens Specific Plan* provided unique visions for the transition of established neighborhoods.

Urban Growth Boundary (UGB)/Greenline Initiative (1996)

In the 1990s the City strengthened its commitment to environmental leadership and growth management by incorporating its Urban Growth Boundary (UGB) into the General Plan. Adoption of the Urban Growth Boundary identified the limits of the City's potential expansion and today permanently limits urbanization in San José to those areas already developed and/or already planned for urban development. To implement the UGB, San José worked with Santa Clara County to improve upon long established cooperative policies and practices to ensure that urban uses occur only inside the Urban Growth Boundary. This effort builds upon existing strategies, goals, and policies of the San José 2020 General Plan.

In 2000, a ballot measure establishing the Urban Growth Boundary and procedures for its modification was placed before and easily approved by the City's voters, demonstrating broad community support for this limitation upon the San Jose's outward expansion and preservation of the surrounding hillsides as open spaces areas.

Public Outreach Policy (adopted 1999, updated 2004)

While the City's public outreach policies and practices already exceeded State minimum requirements, San José worked with community leaders and development professionals to further expand and facilitate opportunities for its members to participate and engage in land use planning and development projects. The Public Outreach Policy conveys the City's commitment to providing information and opportunities to encourage residents to follow development proposals and other City activities that affect their neighborhoods and to actively participate in the land use development process. This policy formally established a protocol for dissemination of information related to development activity and encouraged early and frequent communication between City staff, applicants and the public.

Housing Opportunity Study (2000-2004)

Based on the successful 1991 Housing Initiative, the Housing Opportunity Study identified additional sites along the Transit-Oriented Development Corridors for high-density housing and mixed-use development. The first phase of the Study identified 14 sites which, after General Plan amendments, added 6,000 housing units to the City's total housing capacity. The second phase identified another 11 sites, which created the potential to add another 6,100 housing units.

Greenprint Parks Master Plan (2000, Revised 2009)

Like many rapidly growing cities, San José has struggled with the best way to insure that adequate parks and recreational facilities are provided as its population grows. By adopting the City's Greenprint in 2000 as a 20-Year Strategic Plan for Parks, Recreational Facilities and Programs, the City established a strong vision and strategy for providing important amenities and improving the health and wellness of its residents through implementation of San José's goals and vision for parks, recreation facilities, recreation programs and neighborhood services.

This Plan includes six key program areas: *Programs and Services* to provide recreation programs and neighborhood and human services that respond to neighborhood needs, strengthen neighborhoods, and encourage healthy lifestyles; *Parks and Open Space* to acquire, develop, renovate, modernize, and preserve parks and open space; *Citywide Trails* to create a citywide trail network that encourages alternative transportation modes and provides access to recreation; *Recreation Facilities* to provide access to various types of recreational facilities for all residents; *Public Outreach* to increase public awareness of parks, recreational facilities, programs, and services; and *Resource Development* to develop the resources necessary to implement the community vision.

Strong Neighborhood Initiative (2001)

The *Strong Neighborhood Initiative* (SNI) was a major undertaking launched by San José in 2001 to direct planning and redevelopment resources into a large number of neighborhoods throughout the City. This Initiative built upon the Neighborhood Revitalization Strategy, using the combined resources of the City of San José, the Redevelopment Agency (RDA) and San José's residents and business owners to strengthen the City's neighborhoods by building clean, safe and strong neighborhoods with independent, capable and sustainable neighborhood organizations. By coordinating and combining resources from the City, its Redevelopment Agency, property and business owners, individual community members, and public-private partnerships, the SNI was designed to help these neighborhoods reach their full potential as highly livable communities.

The 20 Strong Neighborhoods Initiative areas encompass about 10,000 acres located in many sections of San José. While facing some common urban challenges, all of these communities also possess important individual assets and attributes. The underlying principle of the Strong Neighborhoods Initiative was to build upon neighborhood assets, and use special SNI resources in a deliberate strategy to develop the capacity of communities to become their own agents for improvement over the long term. In addition to the eventual implementation of various physical improvements throughout the SNI neighborhood areas, the SNI was important as a catalyst to establish neighborhood identity, raise up new community leaders and enable greatly expanded community participation in land use planning efforts, particularly among segments of the population with historically lower levels of participation.

Smart Growth Strategy (2001)

In October of 2001 the San José City Council conducted a study session on "Smart Growth" and the City began using this term actively to promote its approach to growth management and commitment to continued use of the *San José 2020 General Plan*, including the

Greenline/Urban Growth Boundary, as the City's highest level land use planning tool. With this effort, the City made clear its intent to support continued job and housing growth at locations and densities that would support transit use, maximize efficient use of existing infrastructure, provide for more efficient delivery of City services and minimize environmental impacts. In the following years, the City adopted three key policy documents: the *Downtown Strategy Plan*, an update to the *North San José Area Development Policy* and the *Multi-Modal Transportation Policy*. Collectively, these three policies added significant growth capacity Downtown, within North San José and along the City's transit system.

Coyote Valley Specific Plan (2002-2008)

The Coyote Valley Specific Plan process was launched in 2002 with the intent to develop a plan to guide the future development of North and Mid-Coyote Valley and preserve South Coyote Valley in a perpetual non-urban state, consistent with the planning process identified in the *San José 2020 General Plan* for this urban reserve area. The Specific Plan process included vigorous debate over the potential fiscal and environmental costs and benefits associated with allowing development within the entire Coyote Valley area. This process was concluded in 2008 when the City Council accepted the work of the Coyote Valley Specific Plan Task Force and referred further consideration of possible development within Coyote Valley to the *Envision San José 2040* General Plan Update, underway at that time.

Evergreen-East Hills Vision Strategy (2003-2008)

The *Evergreen-East Hills Vision Strategy* was initiated in 2003 as a comprehensive land use and transportation planning project, including consideration of potential amendments to the *Evergreen Development Policy* (EDP) and the General Plan Land Use Diagram. The EDP was created to address development constraints for the Evergreen area, including unique traffic issues that have strictly limited the area's capacity for residential development. The *Evergreen-East Hills Vision Strategy* was intended to be a community based planning process to consider the potential for adding residential development capacity within the EDP area by linking new development to the construction of transportation improvements and community amenities. A key issue for the *Evergreen-East Hills Vision Strategy* was the consideration of possible conversion of industrial properties within the EDP area to residential use. The *Evergreen-East Hills Vision Strategy* process was concluded in 2008 when the City Council updated the Evergreen Development Policy to include a small increment of new housing and commercial growth and referred further consideration of land uses within the EDP policy area to the *Envision San José 2040* General Plan Update.

Economic Development Strategy (2003)

Although San José had enjoyed unprecedented job growth during the "internet boom" of the late 1990s, the City experienced sustained job loss from 2001 through the early part of the new millennium. In response to this economic downturn, the City launched multiple economic development initiatives, including preparation of an *Economic Development Strategy* and a series of stakeholder panel discussions under the name *Getting Families Back to Work*. The latter specifically served as impetus for initiation of the *North San José Policy Update*, completed in 2005.

In 2003, the City adopted an Economic Development Strategy which identified 15 Strategic Initiatives that the City of San José should pursue with its economic development partners to achieve the vision and desired economic outcomes. Action in these areas was intended to make San José more competitive and attractive as a place to start and grow businesses in the Silicon Valley region, as well as relative to national and international competitors, and to improve economic opportunity and quality of life for the City's residents.

Employment Lands Preservation Framework (2004 - 2007)

While the continuing economic downturn resulted in minimal job growth for San José from 2000 through 2010, the City continued to experience strong demand for new housing construction up until the sudden collapse of the "housing bubble" in 2008. During this time period, the City experienced tremendous pressure to convert industrial lands, which had low property values, to residential use. Following San José's lead of using conversion of industrial lands to create new residential development capacity as an important element within its Specific Plans, private developers successfully initiated and implemented numerous conversions as a recognized means of producing transit-oriented or new single-family housing projects that responded to the strong housing market. At the same time, however, these industrial conversions undermined the City's economic development goals and its ability to provide high-quality municipal services for its residents. These privately initiated conversions reduced the City's supply of Light and Heavy Industrial lands which provided much needed employment opportunities, particularly for middle income, "blue collar" jobs. In response, the City adopted a policy intended to prevent the further conversion of key employment lands.

The *Framework, as a Guideline, to Evaluate Proposed Conversions of Employment Lands to Other Uses* (Framework) was originally developed based upon the recommendations included in a report prepared at the City's request, entitled "Towards the Future: Jobs, Land Use, and Fiscal Issues in San José's Key Employment Areas: 2000-2020". This Framework was used as a guideline to evaluate proposed conversions of employment lands to other uses with the intent to create more certainty and predictability in the review of employment land conversion proposals while retaining flexibility to respond to changing conditions, new information, and policy considerations. The Framework was revised and renamed as the *Employment Lands Preservation Framework* in 2007 to expand its application to most employment lands and to strengthen the City's ability to preserve its overall employment capacity. Framework policies have been incorporated in the Envision San José 2040 General Plan, which supersedes it.

Downtown Strategy Plan (2005)

Strategy 2000: San José Greater Downtown Strategy for Development (Downtown Strategy) is an action guide for development and redevelopment of Greater Downtown San José based on a broad, multidisciplinary consideration of the issues of economics, transportation, urban design, urban landscape, historic resources, cultural resources and events as they apply to the Greater Downtown. The Downtown Strategy was initially prepared in 2000, but updated and adopted in 2005 to support additional job and housing growth within San José's Greater Downtown area.

North San José Policy Update (2005)

The North San José Policy Update established a plan for the expansion of the City's key North San José employment area, allowing for the addition of 26.7 million square feet of new industrial development, 32,000 housing units and 1.7 million square feet of supporting commercial uses. Consistent with San José's Smart Growth principles, this growth capacity was focused primarily into higher density development at transit-oriented sites. The plan includes a new grid street system to create more walkable, urban blocks within the central part of North San José, new urban, mixed-use housing, parks and services to build neighborhoods in close proximity to employment growth, the City's first Traffic Impact Fee to fund \$570 million in transportation improvements, and a phasing plan that links job and housing growth to the construction of those improvements. The *North San José Neighborhoods Plan* and *Urban Design Guidelines* support the Policy in establishing a more urban vision for North San José.

Multi-Modal Transportation Policy (2005)

Up until 2005, the City's transportation level of service policies were limited to addressing automobile traffic flow and providing mitigation, typically in the form of expanded roadways and intersections, as necessary to accommodate increases in vehicular traffic associated with new development. As adopted, these policies would in some instances either prevent development or allow it only with roadway expansions that were in other ways counter to the City's goals. The new *Multi-Modal Transportation Policy*, adopted by the City Council in June 2005, repealed and replaced Council Policy 5-3, "Transportation Level of Service" and Council Policy 5-4, "Alternate Traffic Mitigation Measures". This new policy provided a process for the analysis and consideration of overall conformance of a proposed development with the City's various General Plan multi-modal transportation policies to collectively provide a safe, efficient, and environmentally sensitive transportation system for the movement of people and goods. By allowing a means for development to proceed in key areas even when traffic mitigation is not feasible or desirable, the *Multi-Modal Transportation Policy* plays an important role in supporting the Downtown Strategy and the updated North San José Area Development Policy. By giving greater emphasis to the development of pedestrian and bicycle facility improvements as an alternative to roadway widening, this policy set a foundation for the Envision General Plan Urban Village and Complete Street concepts.

Envision San José 2040

The 4-year Envision San José 2040 process was launched in 2007, 13 years after the completion of the San José 2020 General Plan. Although major policy changes accomplished in 2005 had added significant growth capacity in line with the City's current development goals, they did not update the City's overall long-term vision for its future to reflect San José's changing context and community values. While influenced by the economic downturn caused in part by the housing market collapse in 2008 and the City's subsequent fiscal struggles, the Envision San José 2040 General Plan built on the City's commitment to community-based planning to reinforce San José's consistent and ongoing goals for economic development, fiscal sustainability, environmental leadership and expanded transit use. The Envision Plan also embodies the growing support among the

City's residents for building urban, walkable communities while preserving the integrity of established neighborhoods.

The *Envision* planning process was divided into three key phases:

- **Phase I (2007-2008) – Vision and Scenario Guidelines:** A 37-member Council-appointed Task Force worked with community members over the course of 18 months to articulate a Vision for the General Plan update and to develop Guidelines to inform the development of the General Plan Land Use/ Transportation Diagram and General Plan policies. The Vision has been directly incorporated into the General Plan document, while the Guidelines were used vigorously to define five Land Use Study Scenarios leading to the selection of the Preferred Land Use Scenario which is the foundation of this plan. Many of the Guidelines have also been integrated into the goals and policies contained within this General Plan.
- **Phase II (2009-2010) – Analysis of Land Use Study Scenarios, Selection of a Preferred Land Use Scenario and development of General Plan Goals, Policies and Implementation Actions:** Following Phase I, the Task Force and community members worked together to develop the contents of the *Envision San José 2040* General Plan, both its text and its Land Use/Transportation diagram. This phase included many Task Force meetings, community workshops and other community engagement activities, including use of interactive online tools to enable the participation of more than 4,000 community members. The City Council affirmed the Task Force recommendations at key steps during this Phase, guiding the development of Envision Plan contents.
- **Phase III (2010-2011) – Environmental Review and Community Outreach:** After completion of the draft Plan and Land Use/Transportation diagram substance in June 2010, the final phase of the *Envision* process was dedicated to the completion of the environmental review process for the General Plan update and extensive additional engagement with community members to explain the General Plan's vision for San José in 2040 Plan.

Evolution of Planning Policy & Accomplishments of General Plans in San José

| | 1970's | 1980's | 1990's | 2000's |
|---------------------|--|---|---|--|
| Evolution of Policy | <ul style="list-style-type: none"> Urban Development Policy General Plan '75 Transportation Level of Service Policy Redevelopment Areas – Rincon de los Esteros and Edenvale Industrial Park areas | <ul style="list-style-type: none"> Berryessa-Evergreen Swap Mayor's Task Force on Economic Development Horizon 2000 General Plan Redevelopment Areas – Downtown and Light/ Heavy Industrial areas Merged Redevelopment Areas North San José Area Development Policy Historic Resources Inventory | <ul style="list-style-type: none"> Housing Initiative Study San José 2020 General Plan Housing Opportunity Study Urban Growth Boundary/ Greenline Initiative Neighborhood Revitalization Strategy Riparian Corridor Policy Edenvale Area Development Policy Historic Preservation | <ul style="list-style-type: none"> Greenprint Parks Master Plan Strong Neighborhoods Initiative Framework to Evaluate Conversion of Employment Lands to Other Uses Economic Development Strategy Multi-Modal Transportation Policy North San José Area Development Policy Update Environmental Policies – Urban Environmental Accords, Urban Run-off, Green Building, Greenhouse Gas Emissions County Island Annexations Public Outreach Policy |
| Accomplishments | <ul style="list-style-type: none"> Expansion of City's area OTHER POSITIVES | <ul style="list-style-type: none"> Berryessa Planned Community Silver Creek Planned Community Guadalupe Corridor LRT | <ul style="list-style-type: none"> Specific Plans <ul style="list-style-type: none"> Communications Hill Jackson-Taylor Midtown Tamien Station Area Alviso Master Plan Rincon South Poco Way Revitalization Plan Santee Revitalization Plan Strong Neighborhood Initiative (SNI) Plans | <ul style="list-style-type: none"> Specific Plans <ul style="list-style-type: none"> Martha Gardens Downtown Strategy Plan 10,000 Affordable Housing Units Mixed Use, Pedestrian & Transit-Oriented Development <ul style="list-style-type: none"> Flea Market Hitachi Citywide Capitol LRT Vasona Corridor LRT |

History of Planning in San José - Redevelopment

The San José Redevelopment Agency (SJRA) is a public governmental organization created in 1956 to improve the quality of life for all who live, work, and play in the City by creating jobs, developing affordable housing, strengthening neighborhoods, and building public facilities. Governed by the San José City Council which serves as the Redevelopment Agency Board, SJRA partners with business and the community to revitalize the economy in San José. The SJRA is one of the largest tax increment producing redevelopment agencies in California and is active in 21 Project Areas throughout San José. SJRA Project Areas comprise approximately 16 percent of the San José land area and provide approximately 33 percent of its jobs.

Redevelopment has played a significant role in shaping San José's urban form, most notably through numerous large and small scale investments in the City's Downtown and through funding of and participation in the *Strong Neighborhoods Initiative*. The Redevelopment Agency plays an active role in the promotion and development of the City's industrial areas including North San José, Old and New Edenvale and the Monterey Corridor. SJRA is also a key contributor to the construction of affordable housing in conformance with State requirements.

Redevelopment Project Areas – Industrial Park (1974 – 1979)

San José's first industrial park Redevelopment Area, *Rincon de Los Esteros*, was established within North San José in 1974. The original project area was subsequently extended and expanded multiple times, eventually to cover a 4,800-acre area bounded by US Highway 101, Interstate 880 and State Route 237. The *Rincon de Los Esteros* area predominantly orchards at the time of its establishment, currently is developed with built space totaling 42 million square feet and home to more than 1,200 of the world's best known international and multinational technology companies, employing over 55,000 people. Major North San José employers include: Cisco Systems, Texas Instruments, Novellus, KLA Tencor, Altera, Atmel, Brocade Communications, Cadence Design Systems, Siemens, Sony, Acer America, Hitachi, Hynix, Canon, Philips, Samsung, Lockheed Martin, Agilent, Rockwell Collins, eBay, Boston Scientific, Cypress Semiconductor, and Pivot Interiors.

The *Edenvale Redevelopment* Area was established in 1979 to foster employment growth on undeveloped land in the southern part of San José. Currently there are over 300 companies located in this 2,312 acre technology park, which together employ over 13,400 people. Companies include Stryker Endoscopy, Innovative Robotics, Power Integration, Clinimetrics, IBM, Symbol Technologies, Celestica, Lynux Works, Intel, Ionics, Hitachi, Solectron, Northrop Grumman, M/A-Com Tyco Electronics, and Jabil Circuits. This technology park is also home to the San José Bio Center, a world-class, state-of-the-art life sciences research facility and business incubator sponsored by SJRA.

Redevelopment Areas- Light and Heavy Industrial (1976 & 1994)

The Julian-Stockton (established in 1976), Olinder (1976) and Monterey Corridor (1994) Redevelopment Project Areas were established to address the needs of light and heavy industrial users in San José. Together, these Redevelopment Areas encompass almost 1,000 acres and employ over 10,000 people. Some examples of businesses located within the Redevelopment Areas include recycling, tile and cement manufacturing, sheet metal contractors, automobile parts

and suppliers, and general contracting service providers, garment manufacturing, roofing, auto services, sheet metal fabrication, transportation services, and other general contractor firms that are suppliers to the residential and industrial construction companies. Support uses such as banking, health care, retail and restaurant operations are also found in these areas.

Downtown Redevelopment Areas (1961 – 1988)

The Downtown Redevelopment Areas include Park Center Plaza (1961), San Antonio Plaza (1968), Pueblo Uno (1975), Century Center (1983), Market Gateway (1983), Guadalupe-Auzerais (1983), and Almaden Gateway (1988). These Redevelopment Areas include uses such as commercial/office, retail, cultural and recreational, theater, arts, and entertainment mixed-use, and together help create a dynamic, lively city where people live, work, play and shop. Today's Downtown is a thriving urban center, offering an abundance of cultural, professional, and residential amenities. Through an effective combination of public/private partnerships, the San José Redevelopment Agency has stimulated more than \$1.7 billion of private investment in Downtown.

Merged Redevelopment Project Areas (1980)

An important milestone was achieved in 1980 when all of the Redevelopment Areas were merged into one project area to allow for use of funds interchangeably between them. This action had important financial benefit as it facilitated the infusion of redevelopment funding from all of the Redevelopment areas into revitalization of Downtown San José.

Strong Neighborhood Initiative (SNI) Areas (2002)

The San Jose Redevelopment Agency Board/City Council established a Redevelopment Area to include 19 individual SNI areas and to support the SNI project. These 19 neighborhoods were identified based on an assessment of existing needs and neighborhood level community input. Through a community based planning effort, a Neighborhood Improvement Plan was developed for each SNI area to identify and prioritize projects for investment of Redevelopment funds. In many cases, the SNI process helped to identify and equip new neighborhood leaders. Neighborhood Advisory Committees (NACs) were formed for each SNI area, made up of approximately 12 to 25 members, including property owners and tenants, representatives from neighborhood associations, businesses, the faith community, schools and other community stakeholders. The NACs initially participated in an extensive planning exercise spanning 12-24 months to develop Neighborhood Improvement Plans. The approval of the 19 plans by the San Jose Planning Commission and San Jose City Council/Redevelopment Agency Board signified SNI's transition from planning into implementation.

History of Planning in San José – Specific Plans and Area Plans

The City Council has approved several Specific Plans in key locations within San José to foster transit-oriented development, historic preservation, mixed uses, sensitivity to surrounding neighborhoods, and other strategic goals. Each Specific Plan explains the vision for future land use development in the plan area with a detailed land use plan, design guidelines, and implementation strategy. Each Specific Plan was developed with community and other stakeholder involvement at the time of its preparation.

In addition to the adopted Specific Plans, San José has developed several General Plan level policies applicable to specific districts within the City which have unique circumstances that warrant a greater detail of policy guidance.

Evergreen Specific Plan (1991)

The City's first specific plan, the *Evergreen Specific Plan*, is an award-winning plan for a community of 3,000 housing units and various community facilities on an 865-acre site on San José's east side. This site was initially considered unlikely to support much development due to severe traffic capacity constraints. The specific planning process developed an approach for the traffic issue while creating a plan for an innovative new community. The Specific Plan incorporated various signature features including rotary and radial streets, landmark uses located at key locations, mixed residential densities, a Village Center, a network of bicycle and pedestrian routes, and planned parks and school facilities, all of which were planned with the intent of building a unique community identity. Developers responded well to the Plan despite construction costs higher than they usually paid, due to the requirement for new development to help build community amenities and roadway improvements. This Specific Plan was retired with the adoption of the *Envision San José 2040*, as its implementation is largely completed.

Communications Hill Specific Plan (1992)

The *Communications Hill Specific Plan*, winner of numerous regional, state, and national awards, has excited much interest in its vision for a very urban, high density, pedestrian-oriented community with approximately 4,700 dwelling units atop a very visible hill rising from the valley floor a couple of miles south of Downtown. This Plan provides for a grid street pattern to accentuate the hill and maximize high density residential development and community facilities on its top and lower sides leaving substantial swaths of the grassy hillsides as open space. The Plan also calls for construction of parks, an elementary school and civic use area, fire station and neighborhood-serving commercial uses.

Jackson-Taylor Residential Strategy (1992)

Similar to a specific plan, the *Jackson-Taylor Residential Strategy* guides the transition of an older industrial area into an exciting mixed-use and pedestrian-friendly community. Located close to Downtown, Jackson-Taylor is surrounded by existing neighborhoods, business districts, and industrial areas. The Strategy carefully weaves land uses and outlines development standards to ensure a compatible interface between the existing and planned developments.

Midtown Specific Plan (1992)

Like Jackson-Taylor, the *Midtown Specific Plan* directs the conversion of an aging industrial area to a vibrant mixed use community oriented to transit and designed for the pedestrian. Located just west of Downtown and south of the San José Arena, this 210-acre area is planned for close to 3,000 high density housing units, parks, employment opportunities, neighborhood-serving commercial uses, some industrial activities, and close community connections with the San José Diridon Caltrain/Amtrak station and planned light rail stations.

Tamien Station Area Specific Plan (1995)

The *Tamien Station Area Specific Plan* directs the development of vacant and underutilized sites in close proximity to the Tamien Multi-Modal Station. This Plan identifies a number of high density

housing sites with an approximate capacity of up to 1,700 dwelling units, adjacent to existing neighborhoods consisting of older single-family housing and large, relatively new condominium and apartment projects. Careful attention was given to planning station area housing, a park, small scale commercial uses and a child care center within walking distance of heavy and light rail transit facilities.

Alviso Master Plan: A Specific Plan for the Alviso Community (1998)

Located at its far northern edge, adjacent to the southerly tip of San Francisco Bay, Alviso is a unique district of San José, retaining much of its original character and historical roots. Working closely with the Alviso community, the City prepared a Plan to retain Alviso's small town atmosphere while preserving historic resources, enhancing infrastructure and services, and providing modest development opportunities. The *Alviso Master Plan* provides for mixed-use development within the historical Alviso Village area, modest expansion of the established residential neighborhood, and significant amounts of new industrial and commercial development along the Plan area's southern and eastern edges. This Plan area notably includes several of the City's recycling/landfill facilities as well as the Water Pollution Control Plant. Additional employment growth capacity was added to the Plan Area through the *Envision San José 2040* process.

Rincon South Specific Plan (1998)

The *Rincon South Specific Plan* outlines a vision for the redevelopment of an area to the east of Mineta-San José International Airport and generally bounded by U.S. Highway 101 and I-880 and State Route 87 (Guadalupe Parkway). This area is almost fully developed with a large variety of land uses. A key goal of the Plan is to develop the North First Street (Guadalupe) Intensification Corridor with new commercial and mixed-use residential uses as identified in the General Plan, while balancing commercial development against traffic capacity limitations. The Plan addressed nine key objectives: Support transit use and create a pedestrian friendly environment; improve visual character of the area including streetscape; promote new and protect existing viable residential development; promote retail development; promote and maintain existing light industrial development; promote and maintain high quality office development; add new parklands; promote economic development; and minimize traffic impacts and encourage transit use. Because the *Rincon South Specific Plan* area is designated as an Employment Land Growth Area and as two Transit Village areas within the *Envision San José 2040 General Plan*, the *Rincon South Specific Plan* was retired upon adoption of the *Envision San José 2040 General Plan* update. The objectives, guidelines and other components of the Specific Plan are preserved as a Village Plan in the *Envision San José 2040 General Plan*.

Martha Gardens Specific Plan (2003)

The *Martha Gardens Specific Plan* established the framework for the redevelopment of the area south of Interstate 280, between South First and South Seventh Streets. Drawing on existing and historic uses in the area, this Plan sketches out a new community with emphasis on new housing with family and arts-oriented services and facilities. The new neighborhood is envisioned to be a lively mix of residential, commercial, recreation, education and arts uses with safe and pleasant pedestrian environments, parks and community facilities, and preserved historic buildings. The *Martha Gardens Specific Plan* was developed with the active involvement of the residents, business owners and other stakeholders in the existing, surrounding community.

Because of its proximity to Downtown San José and major, existing and future transportation systems, it has long been expected that the Martha Gardens area would eventually redevelop with uses related to the Downtown and other job centers. In response to the ongoing regional need for housing, the San José 2020 General Plan and prior General Plans have assumed that high-density residential development would be the most appropriate use for this area; therefore, the majority of the area therefore is planned for very high density housing.

Evergreen-East Hills Development Policy (1976, revised in 2008)

The *Evergreen Development Policy (EDP)* was originally adopted in 1976 to address the issues of flood protection and limited traffic capacity in the Evergreen area south of Story Road and east of US Highway 101. In 1991 and 1995, the EDP was revised to identify specific transportation and flood control improvements needed for the implementation of the Evergreen Specific Plan and the greater policy area, respectively. Revisions were also made in 2008 to provide a new framework to allow a limited amount of additional development capacity. The resulting policy was renamed the Evergreen-East Hills Development Policy (EEHDP).

Berryessa-Evergreen Swap (1980)

The General Plan amendments to exchange land uses between the Evergreen and Berryessa areas became known as the Berryessa-Evergreen Swap. It included approximately 300 acres in the Berryessa area which were converted from Industrial Park uses to residential uses. To complement the industrial-to-residential conversion in Berryessa, approximately 375 acres of land in Evergreen were converted from low density residential to campus industrial uses. This “swap” was approved to maintain the City’s overall industrial job base and to bring jobs and housing opportunities closer together to help reduce the impacts of commuting from southern San José neighborhoods to job centers in the north. The Berryessa housing was fully developed prior to adoption of the *Envision San José 2040* General Plan, while only one campus industrial project was completed in this area of Evergreen, still planned for industrial park uses.

Berryessa Planned Residential Community (1980)

The *Berryessa Planned Residential Community* encompasses approximately 300 acres in northeast San José in the area bordered by Murphy Road on the north, Berryessa Road on the south, the San José Municipal Golf Course on the west, and the Union Pacific Railroad and King Road on the east. The Berryessa Planned Residential Community was created in an effort to provide greater housing opportunities in close proximity to employment centers in North San José and Downtown. As implementation of this Planned Community has been completed, it was retired as a unique planning area upon adoption of the *Envision San José 2040* General Plan.

North San José Area Development Policy (1988, revised 2005)

Due to extremely challenging traffic constraints in San José's prime industrial area, the North San José Policy was initially developed in 1988 based on five key strategies to manage traffic and preserve important development opportunities. These elements included: a Transportation Demand Management program, capital improvements, a level of service policy, a floor area ratio (FAR) cap, and the strategic addition of housing sites through limited conversion of industrial properties.

The *North San José Area Development Policy* update replaced the FAR cap system with a “pool” of 26.7 million square feet of development capacity available for distribution throughout the Policy area. Of this 26.7 million square feet, 16 million square feet is reserved for a central core area, designated as an Employment Center in the *Envision San José 2040* General Plan. The *Envision San José 2040* General Plan also provides for additional employment growth capacity within North San José after the Development Policy has been fully implemented.

The updated Policy covers the North San José area to the north and west of Interstate 880 and south of State Route 237. This primarily industrial area is home to many high-tech companies and is a very important employment center for the City. The Policy provides more flexibility than the previous North San José policy, with additional industrial development capacity for 20 million square feet of transferable floor area credits that can be allocated to specific properties within the Policy area. The Policy supports conversion of specific sites from industrial use to high-density residential use, based upon specific criteria to ensure residential development is compatible with industrial activity. Up to 32,000 new residential units can be built throughout the policy area. The Policy also identifies necessary transportation improvements to support new development and establishes an equitable funding mechanism for new development to share the cost of those improvements.

Silver Creek Planned Community (1989)

The *Silver Creek Planned Residential Community*, located in southeast San José, encompasses approximately 3,100 acres. It allows for a planned community in a low density suburban form within close proximity to the fully urbanized city. The community plan encouraged private sector creativity and innovative design concepts in the development of a high-quality suburban residential community including an 18-hole golf course and other amenities. As implementation of this community has been completed, it was retired as a unique planning area upon adoption of this General Plan.

Poco Way Neighborhood Revitalization Strategy (1994)

The *Poco Way Neighborhood Revitalization Strategy* is a plan that goes beyond land use and urban design to explore the causes of severe deterioration of housing conditions, high crime, traffic speeding in the area, broken infrastructure, and other problems. Developed through the close cooperation of multiple City departments, this Plan identified a realistic set of actions to turn around the neighborhood. The *Poco Way Strategy* is now fully implemented, resulting in the rehabilitation of 150 units, new construction of 64 family apartments, creation of usable open space and recreation areas, undergrounding of utilities, street closure, and improvements to the playfields of the nearby Arbuckle Elementary School.

Santee Neighborhood Revitalization Plan (1996)

Like Poco Way, the *Santee Neighborhood Revitalization Plan* directs the revitalization of a very troubled neighborhood. Adopted recommendations of this Plan include the institution of professional common property management in the fourplex areas, concentrated code enforcement, development of a new park and swimming pool, and participation of property owners in the revitalization effort.

Edenvale Area Development Policy (2005, revised 2007)

The City of San José has adopted an Area Development Policy for the Edenvale Redevelopment Area in conformance with the provisions of the General Plan Level of Service Policy. The primary reasons for adoption of the *Edenvale Area Development Policy* were to manage the traffic congestion associated with near term development in the Edenvale Redevelopment Area, to promote General Plan goals for economic development, particularly with high technology driving industries, to encourage a citywide reverse commute to jobs at southerly locations in San José, and to provide for transit-oriented, mixed-use residential and commercial development to increase internalization of automobile trips and promote transit ridership.

In addition to build-out of the industrial square footage in the Edenvale Redevelopment area, this Policy specifically provides for the redevelopment of the underutilized 18-acre former IBM property on the northeast corner of Poughkeepsie and Cottle Roads with approximately 222,000 square feet of commercial uses; build-out of the Hitachi campus mixed-use project of approximately 332 acres with up to 2,930 attached dwelling units, and 460,000 square feet of commercial while maintaining up to 3.6 million square feet of industrial R&D/office space; and development of up to 450,000 square feet of commercial uses and up to 1.0 million square feet of industrial square footage on the adjacent iStar site. Additional planning for this area should be conducted through a Village Planning process.

US-101/Oakland/Mabury Transportation Development Policy (2007)

The US-101/Oakland/Mabury Transportation Development Policy was adopted on December 18, 2007 to support planned transit-oriented development in the US-101/ Oakland/Mabury Road corridor. This Transportation Development Policy identifies freeway interchange improvements needed to accommodate future development and does not have specific area boundaries. The intent of this policy is to identify the appropriate interchange improvements, to allow development to proceed ahead of those improvements, and to require payment of a traffic impact fee by new development based upon traffic analysis. Level of Service (LOS) of a few intersections within the corridor will experience interim congestion below LOS D before the completion of the freeway interchange improvements.

History of Planning in San José – Environmental Initiatives

San José has an established track record as a leader in the development of environmental policies. The following examples highlight a small number of the City's environmental policies and initiatives, with emphasis given to those which have had the most significant bearing on the City's implementation of its land use policies.

Historic Resources Inventory (1975)

The *Historic Resources Inventory* is a list of all designated historic resources in the City of San José. When making structural improvements, all owners of properties listed in the *Historic Resources Inventory* can use the State Historic Building Code, which allows more flexibility (and potential financial savings) than the regular building code. Those properties are also addressed uniquely through several General Plan policies. Properties listed in or determined eligible for listing in the National Register of Historic Places are also eligible for certain federal tax credits. Owners of City Landmarks can also apply for Property Tax relief under the Mills Act/Historic Property Contract, as well as exemption from some Building construction taxes. In 2010, approximately

3,200 properties were included on this Inventory, including 162 City Landmarks, and six City Landmark Historic Districts.

Santa Clara Valley Urban Runoff Pollution Prevention Program (1990)

San Jose played a key role in forming the Santa Clara Valley Urban Runoff Pollution Prevention Program (SCVURPPP or Program), an association of thirteen cities and towns in Santa Clara Valley, the County of Santa Clara, and the Santa Clara Valley Water District that share a common NPDES permit to discharge stormwater to South San Francisco Bay. San Jose and the other cities also jointly funded monitoring studies in the late 1980s that helped characterize the quality of the runoff going to the Bay before the permit was adopted. The Program incorporates regulatory, monitoring and outreach measures aimed at reducing pollution in urban runoff to the "maximum extent practicable" to improve the water quality of South San Francisco Bay and the streams of Santa Clara Valley. In 1996 the Program developed a Mission Statement and Goals and Objectives that established a general consensus among the Co-permittees on the Program's approach to compliance with water-quality regulations. In June 1990, the Program received the first municipal stormwater permit in the nation from the San Francisco Bay Regional Water Quality Control Board (Water Board). The permit was reissued in 1995 and 2001.

Riparian Corridor Policy Study (1994)

The *Riparian Corridor Policy Study* analyzed numerous streams and riparian corridors found within San José and addressed in full detail how development of all types should be designed to protect and preserve these riparian corridors. Following its completion, the recommendations and guidance in this Policy Study were implemented through the development review process to generally include a 50- to 100-foot setback for new development located adjacent to a riparian corridor, and through other techniques to protect water quality and fish and wildlife habitat. The *Envision San José 2040* General Plan directly incorporates several of these policies to further protect this important natural resource.

Water Resources Protection Collaborative (2002)

San Jose participated with the Santa Clara Valley Water District, 14 other Santa Clara County cities, and business, agriculture, streamside property owner and environmental interests in a collaborative effort to clarify and streamline local permitting for streamside activities. This Water Resources Protection Collaborative resulted in the mutual adoption by participating agencies of the "Guidelines and Standards for Land Use Near Streams: A Manual of Tools, Standards, and Procedures to Protect Streams and Streamside Resource in Santa Clara County." San Jose and the other municipal organization apply these standards as needed to foster protection of local water resources through regulation of private development or the design of public works projects.

Urban Environmental Accords (2005)

In 2005, the San José City Council joined other jurisdictions in signing the Urban Environmental Accords, a declaration by participating city governments that they would build ecologically sustainable, economically dynamic, and socially equitable futures for their urban citizens. The Accords assist San José by providing a great opportunity to improve the quality of life for its citizens and to preserve San José's environment and resources.

Urban Runoff Management Policy (1998, revised 2006)

The *Post-Construction Urban Runoff Management* Policy was developed to require all new and redevelopment projects to implement post-construction Best Management Practices (BMPs) and Treatment Control Measures (TCMs) to the maximum extent practicable. This Policy established specified design standards for post-construction TCMs for Applicable Projects defined as: new development projects that create ten thousand (10,000) square feet or more of impervious surface area; new streets, roads, highways and freeways built under the City's jurisdiction that create ten thousand (10,000) square feet or more of impervious surface area; and other significant redevelopment projects.

Green Building Policies (2001, updated most recently 2008)

In 2001, the City developed *Green Building Policies* and *Green Building Guidelines* that promote the use of environmentally sensitive construction practices for new development in San José. Although the City will continue to update these green building policies to address ongoing rapid changes in available technologies and building techniques, key Green Building principles were incorporated into the General Plan through the *Envision San José 2040* General Plan update process.

Hydromodification Management Policy (2005, revised 2010)

The Hydromodification Management Policy establishes an implementation framework for incorporating measures to control hydromodification impacts from new development and redevelopment projects where such hydromodification is likely to cause increased erosion, silt pollutant generation, or other adverse impacts to local rivers and creeks. This policy is consistent with the San Francisco Bay Regional Water Quality Control Board (RWQCB) Municipal Regional Stormwater National Pollutant Discharge Elimination System (NPDES) Permit requirements. It provides additional protection for the preservation and improvement of San José's rivers and creeks as important environmental resources, while allowing the City to continue its growth in urbanized areas.

Santa Clara Habitat Conservation Plan (2006-2011)

The cities of Gilroy, Morgan Hill and San Jose, the County of Santa Clara, the Santa Clara Valley Transportation Authority and the Santa Clara Valley Water District conducted a collaborative process to prepare and implement a Habitat Conservation Plan/Natural Communities Conservation Plan (HCP/NCCP) for the Santa Clara Valley. These Local Partners, in association with the U.S. Fish and Wildlife Service, California Department of Fish and Game, stakeholder groups and the general public developed the HCP as a long-range plan to protect and enhance ecological diversity and function within a large section of Santa Clara County, while allowing for currently planned development and growth. The HCP provides a framework for the protection of natural resources while streamlining and improving the environmental permitting process for both private and public development, including activities such as road, water, and other infrastructure construction and maintenance work. The HCP is intended to provide environmental benefit by resulting in the creation of a number of new habitat reserves larger in scale and more ecologically valuable than the fragmented, piecemeal habitats yielded by mitigating projects on an individual basis.

Greenhouse Gas Emissions (2007)

In 2007, the City Council adopted a greenhouse gas (GHG) emission reduction goal for municipal activities based on the recommendation of the City's interdepartmental Climate Action Team for a municipal goal that is both aggressive, yet practical, and that would establish the City of San José as a regional and national leader in municipal climate change mitigation. The recommended goal includes multiple milestone years to enable detailed tracking of the City's progress. This goal meets or exceeds the obligations of California legislation AB32, the Urban Environmental Accords, and Conference of Mayors' Climate Protection Agreement. Additional measures to address greenhouse gas emission reduction have been incorporated as a major objective of the *Envision San José 2040* General Plan update.

Green Vision (2007)

San José's *Green Vision*, adopted in 2007, is a comprehensive fifteen-year plan to create jobs, preserve the environment, and improve the quality of life for our community. The Green Vision includes goals related to increasing the number of clean-tech jobs, using cleaner energy, constructing green buildings, increasing waste diversion from landfills (recycling), increasing water re-use, continuing trail development, ongoing tree planting, and developing measurable standards to measure progress toward attainment. Green Vision goals have been incorporated in this General Plan.

History of Planning in San José – Policy Implementation

The following examples highlight some of the key activities that have help implement San José's General Plan and related land use policies, and which continue to shape the City's future urban form.

Citywide Transit-Oriented Development

Transit-Oriented Development Corridors were identified in the *San José 2020 General Plan* along the Guadalupe Corridor/First Street, Stevens Creek Boulevard/West San Carlos Street, Santa Clara Street/Alum Rock Avenue, Winchester Boulevard, Capitol Avenue/Expressway and Vasona Corridor. Between 1990 and 2007, approximately 39,300 dwelling units of higher density, mixed use, pedestrian- and transit-oriented development were constructed in these corridors, providing corridor residents with a high degree of access to transit facilities and local services.

Affordable Housing

The City of San José has a very ambitious and successful Affordable Housing Program. This program has been led and implemented by the Housing Department using a complex variety of funding sources. Chief among these is the required 20 percent contribution of Redevelopment Agency's annual tax increment revenue from the City's merged redevelopment project areas. Between 1999 and 2007, more than 10,000 affordable housing units were built within San José through this program. In addition, City policies have required that market rate projects approved in redevelopment areas established after 1976 include 20 percent of the units as affordable, resulting in additional production of affordable housing stock.

Historic Preservation

The preservation of its historic structures and sites helps to create a unique urban environment and sense and pride of place in San José for its residents. This cultural richness strengthens the local economy by promoting tourism and encouraging investment. Since the 1980s, San José's General Plan has contained goals and policies which encourage the protection and preservation of its historic resources. The primary General Plan goal is to preserve historically and archaeologically significant structures, sites, districts, and artifacts in order to promote a greater sense of historic awareness and community identity, and to enhance the quality of urban living.

Guadalupe Corridor Light Rail Transit (1987)

The first light rail transit (LRT) line completed in Santa Clara County was along San José's Guadalupe Corridor. It consists of 20 miles of rail and a series of stations extending from the North San José/Santa Clara employment area through Downtown to South San José's Edenvale industrial area. The Guadalupe Corridor is part of a multi-modal transportation system which combines light rail with a freeway, and incorporates bicycle lanes along portions of its right-of-way. Its goal is to connect the predominantly residential community to the south with the job centers in Downtown and North San José. A 7.6-mile Tasman West extension, connecting the Guadalupe LRT line west to Mountain View, opened in 1999.

California State Route 85 (1994) and State Route 87 (2004)

San José and other Santa Clara County jurisdictions played an important leadership role in the development of State Route 85 and State Route 87, both of which significantly facilitate regional movement and provide roadway capacity for daily commuters travelling between housing in the southeastern portions of Santa Clara County and employment in the northwestern portions of the County. To build State Route 85, Santa Clara County voters were the first in California to approve a local sales tax to fund county-wide roadway improvements. Construction of 85 and 87 resulted in significant improvements to traffic conditions and supported a higher standard for the delivery of public and emergency services. Because of their success and popularity these roadways contribute to ongoing support for local funding of regional transportation projects.

Capitol Light Rail Transit (2004)

The Capitol Light Rail project included the extension of the light rail transit approximately 3.5 miles along Capitol Avenue from the end of the Tasman Light Rail line, at Capitol Avenue and Camino Del Rey (south of Hostetter Road), to a terminal station just north of Capitol Expressway. This extension allowed for a continuous 18-mile long light rail line running from east San José through the cities of Milpitas, Santa Clara, Sunnyvale, and Mountain View. It also connects to Downtown and south San José via the existing Guadalupe Light Rail line. The Capitol line expanded service from predominantly residential areas of San José to job centers in North San José and other nearby Silicon Valley cities.

Vasona Corridor Light Rail Transit (2005)

In 2005, a project was constructed to extend the Light Rail Transit (LRT) System in Santa Clara County approximately 6.8 miles in length into what is commonly known as the Vasona Corridor. This project extended light rail from Downtown San José, through the City of Campbell, to the Town of Los Gatos. It now provides a direct connection to Caltrain, Amtrak and Altamont

Commuter Express rail service at the San José/Diridon Station, and also directly serves the San José Arena.

Hitachi Campus Planned Development Zoning (2005)

In 2005 the City Council approved two General Plan Amendments and a companion Planned Development zoning for the 332-acre Hitachi industrial park campus located in South San José adjacent to State Route 85 and Monterey Highway. The main objective of this development was to create a vibrant transit-oriented, mixed-use development retaining the existing capacity for 3.6 million square feet of office and industrial space through redevelopment with intensified, modern upgraded industrial facilities, also providing almost 3,000 units of new affordable and market rate housing, up to 460,000 square feet of new retail space and a 10.5-acre public park. This project provides an innovative approach to upgrading of aging industrial facilities and retaining critical employment capacity, while contributing significantly to San José's continued need for housing in a mixed use configuration. The project's location adjacent to two major highways, the Guadalupe Corridor light rail line, and CalTrain make it a highly desirable location for transit-oriented development.

Flea Market Planned Development Zoning (2007)

Between 2002 and 2007, the City Council approved additional development potential on the 120-acre San José Flea Market site. This was accomplished through several General Plan Amendments and a companion Planned Development zoning to allow up to 2,818 residential units, 365,622 square feet of retail commercial, office, or industrial use, and approximately 36 acres of public park/open space. The Flea Market site has been identified as a key station location for the proposed 16.3-mile extension of BART to Milpitas, San José, and Santa Clara. These land use approvals facilitate the creation of a mixed-use, walkable village with the proposed Berryessa BART Station as its focus. Through the *Envision San José 2040* General Plan, additional job and housing growth capacity was added to the Berryessa BART Station Village area. This General Plan recommends future rezoning of this area to facilitate further intensification.

County Island Annexation Program (2006 – 2011)

In April 2006, the City of San José in an agreement with the County of Santa Clara, launched a three- to five-year program to conduct annexations of the remaining unincorporated "islands" (or "pockets") in the county of less than 150 acres in size. These unincorporated islands in Santa Clara County are governed by and receive services from the County, even though they are completely or substantially surrounded by lands within the incorporated boundary of San José.

Upon annexation, the land use permitting and general governing responsibility changes from the County of Santa Clara to the City of San José. This enables residents in these County islands to receive urban services from the City rather than the County, and empowers registered voters to vote in San José elections. After annexation, the City of San José has general government authority over and provides services, such as police and fire protection, street maintenance, and library, parks and neighborhood services, to these areas.

Envision San José 2040 Key Issues

While the *Envision San José 2040* General Plan update builds upon the City's land use planning history and core community values that have been addressed in previous General Plan documents, it also establishes a new direction in some key areas. Key decisions made by the City through the *Envision* process have resulted in a General Plan that:

1. Includes growth capacity for the development of up to 470,000 new jobs and up to 120,000 new dwelling units through 2040: With its current development and this amount of growth capacity, San José could grow to 840,000 jobs and 430,000 dwelling units in total, supporting a residential population of approximately 1.3 million people and a Jobs / Employed Resident Ratio (J/ER) of 1.3/1.
2. Allows a high degree of flexibility for job growth to occur at appropriate locations throughout the City: These locations include the further intensification of North San José, the Monterey Business Corridor / Senter Road area, and Old and New Edenvale. It also retains the planned job growth capacity in North Coyote Valley and Evergreen. The *Envision San José 2040* Land Use Plan reflects a recommendation for significant new job growth in the eastern portion of Alviso, including the Water Pollution Control Plant Buffer Lands, and in the northeast corner of the Berryessa Business Park, proximate to the Milpitas BART station and Cropley Light Rail station. San José's goal is to provide adequate growth capacity for each type of employment land in order to meet the forecast job demand identified within the *Employment Land Demand and Housing Demand* Report.
3. Establishes a land use plan and accompanying policies that support the City's evolution into a regional job center: In addition to supporting a large amount of job growth, the land use plan concentrates job growth opportunities at locations that support workers commuting into San José from throughout the region. In particular, the Caltrain, BART, and High Speed Rail station areas are planned for significant job growth.
4. Articulates an Urban Village concept, in which future growth within San José will be used to build high-quality, urban neighborhoods attractive to a wide variety of future employers and residents, including: young, creative workers; a population increasingly made of older, smaller households; and residents seeking a place to live less reliant on automobile travel as a primary means of personal mobility.
5. Directs new housing growth to occur in a high-density, mixed-use format in clearly identified Growth Areas: These areas include the Downtown, North San José, Specific Plan areas, and new Urban Village areas located near transit (BART, Light Rail, Bus Rapid Transit) corridors and station areas, commercial centers and at central locations within neighborhood settings.
6. Identifies three Planning Horizons, giving priority to planning for new growth in the Downtown, connecting transit corridors (Santa Clara, San Carlos, Alum Rock, Stevens Creek and The Alameda), BART station areas and North San José.

This direction for the *Envision San José 2040* General Plan was reached through a community-based planning process, involving extensive discussion by the *Envision* Task Force, City Council and community members. Key topics discussed through this process include the use of jobs and housing growth projections, future demand for the City's employment lands, its jobs-housing balance, the best locations for new growth and the potential use of the City's established urban reserves in Coyote Valley and South Almaden Valley.

Jobs and Housing Growth Projections

Three sets of growth projections were used by the *Envision San José 2040* Task Force to help plan for the City's future growth. Two of these, *Projections 2007* and *Projections 2009*, were prepared by the Association of Bay Area Governments (ABAG), the agency charged with developing job and population growth projections. Because *Projections 2009* was adopted in March of 2009, much of the Task Force discussion occurred before it was available, but it was presented to the Task Force and played a role in their final recommendation. In *Projections 2007* and *Projections 2009*, ABAG forecast the total amount of job and housing growth in the Bay Area through the year 2035 and assigned a proportion of each to the City of San José. To supplement the projections provided by ABAG, the City contracted with a private consultant, the Center for the Continuing Study of the California Economy (CCSCE) to prepare a similar forecast of job and housing growth in San José through the year 2040. These projections were provided to the Task Force and used as a starting point for discussions on how San José should grow.

The ABAG projections are long-term forecasts used for planning and policy development and are not part of the Regional Housing Needs Allocation (RHNA) requirement for the City's Housing Element. The RHNA requirement is determined under a separate process prescribed by California Housing Element law that considers a city's general plan as one factor in determining how to meet future regional housing growth needs. San José has consistently maintained adequate housing capacity to meet its RHNA requirement as determined through ABAG on a periodic basis. The next RHNA cycle is anticipated to begin in 2014 and to reflect the outcome of the *Envision* process.

In the context of the *Envision San José 2040* process, it is important to understand that projections are used for two purposes. First, they are used as a planning tool to anticipate feasible population and job growth, determine the resulting land use demand, and facilitate the planning of an adequate land use supply to accommodate that demand. Second, they can be used to promote policy goals. It is noteworthy that ABAG's *Projections 2009* deliberately attempts to forecast growth in a manner to accomplish several policy based performance targets. *Projections 2009* also significantly increased the share of Bay Area job growth allocated to San José, increasing the forecast total number of jobs in San José from 607,400 to 708,980 for the year 2035. ABAG *Projections 2009* forecasts for San José a total population of 1,440,100 people, including 702,473 total employed residents (resulting in a demand for 468,318 total dwelling units).

While the CCSCE projections for population growth (demand for 487,000 dwelling units in 2040) were similar to those prepared by ABAG, CCSCE was considerably less optimistic than ABAG about Bay Area job growth. CCSCE allocated to San José the same percentage of Bay Area job growth as that used by ABAG in *Projections 2007*, resulting in a projected total amount of job capacity in San José of 570,000 jobs, significantly less than that forecast by ABAG because of

the lower total for the Bay Area. Because ABAG's *Projections 2009* significantly modified the percentage of Bay Area job growth allocated to San José, the *Envision* process used a revised version of the CCSCE job growth projections to reflect this higher allocation. As a result, the adjusted CCSCE projections increased the projected job growth in San José by 107,200 jobs to 677,200 total jobs in 2040. While development of the projected amount of job and housing growth in the original CCSCE projections would result in a projected Jobs / Employed Resident ratio of 0.8 and would not generate demand beyond the *San José 2020 General Plan* job capacity, the development based on these revised CCSCE projections would result in a ratio of 0.9 and require capacity for approximately 50,000 additional jobs. Development corresponding to the more optimistic ABAG *Projections 2009* would result in demand for an additional 35,000 jobs and a Jobs / Employed Resident ratio of 1.0 in San José.

The *Envision* Task Force came to the conclusion that while projections may be useful as a means of understanding possible or likely job and housing growth capacity demand, the actual General Plan capacity does not need to be determined by them. Instead, the General Plan capacity should be used to express San José's vision and goals for its future. Because ABAG uses local jurisdiction General Plan capacity as one input into its methodology for assigning job and population growth, this General Plan will influence ABAG's projections and in turn potentially influence policy decisions made by other groups including Federal, State, and regional agencies.

More detailed projections for the future composition of San José's population growth through the year 2040 were also presented to and discussed by the *Envision* Task Force. Related to future demand for different housing types, it is particularly interesting that in the year 2030, the age group between 35 years and 55 years of age will have experienced almost no growth in population while significant growth will have occurred amongst the population groups over 55 and between the age of 20 and 35. While this largely reflects a national trend, it shows how the "Baby Boom" and baby boom echo generations will create large populations that may have preference or demand for housing types other than the single-family detached form most prevalent within San José. The *Envision* Task Force discussion acknowledged the implications on future housing demand and also considered how such demographic shifts might impact the City's job growth, specifically addressing how San José can be increasingly an attractive place for innovative, knowledge-based industry workers.

Employment Land Demand Projection

The *Envision* Task Force was provided with a *Job Growth Projections and Employment Land Demand* report prepared by staff based on ABAG's *Projections 2009*, the CCSCE's adjusted projections, and analysis prepared by Beacon Economics. Beacon Economics calculated the acreages needed to meet the employment land demand generated by the growth anticipated in the CCSCE projections. The *Job Growth Projections and Employment Land Demand* report consolidated and analyzed this information and, using the same methodology as CCSCE and Beacon Economics, projected the land acreage demands generated by the adjusted CCSCE projections and for the various land use scenarios considered by the Task Force.

The *Job Growth Projections and Employment Land Demand* report included forecasts for each scenario for job growth in several different job types over time, organized into three Industry Clusters: Driving Industry; Business Support Industry; and Local Serving Industry. For each forecast increase in jobs, the report identified a corresponding demand for square footage and acreage,

based on several land use types: Industrial Warehouse; R&D/Low-Rise; Mid&High-Rise Office; Retail (Small); Retail (Large); and Institutional/Other. The Report identified several key findings summarized below.

First, the report confirmed the need for San José to add job growth and employment land capacity to meet the demand identified in the adjusted CCSCE projections. Scenarios considered by the Task Force that supported job growth beyond the CCSCE projected level in turn required additional job growth capacity. Related to this, because employers in some industry categories can be very selective about the location of their business, the City needs to be able to provide prospective employers with a variety of options, indicating that additional job growth capacity will be needed above the General Plan job target in order to achieve it.

Second, the report identified that different types of employment uses have different types of land demands. Because job growth in the Local Serving Industries cluster is tied to growth in the number of households, scenarios with a lower amount of housing growth resulted in a higher percentage of overall jobs going to Driving Industries and Business Support Industries and a corresponding proportional increase in the demand for Industrial/Warehouse, R&D/Low-Rise and Mid&High-Rise Office employment lands. In all scenarios considered the report indicated that the City has, in particular, a deficit of Industrial/Warehouse lands based on the projected demand.

Housing Demand and Changing Demographics

The City of San José maintains a commitment to meeting regional housing obligations by providing capacity to support the production of an adequate supply of high-quality and affordable housing. The City of San José is also committed to creating the highest quality of life for its current and future residents by facilitating the production of quality homes accessible to all demographics. As San José prepares for significant population growth over the next 30 years, it has reached a point in its history where it is no longer feasible or desirable to accommodate new housing demand through either outward expansion into exurban areas or lower density infill development within City limits. Either type of development would have significant negative environmental and fiscal impacts upon the City that would lower the quality of life as a result of diminished municipal service levels and a degraded natural environment. Additionally, demographic projections along with shifting preferences and cultural values point toward a growing demand for higher density, mixed-use, urban residential environments, similar to those found in other major cities. As the City grows through 2040, its largest population growth segments will be seniors 65+ due to the boomer and echo boomer generations, and a 20-34 age group composed of an educated and highly mobile workforce attracted to quality places. Both groups increasingly place a high value upon access to vibrant urban areas that provide jobs, services, shopping, and amenities as an essential factor in their choice of where to live. Focusing new housing growth in such urban environments will provide significant environmental social benefits by promoting transit use, providing opportunities for increased bicycle and pedestrian activity, and fostering lively built environments characterized by a diversity of people, uses, and places.

Jobs / Employed Resident (“Jobs–Housing Balance”)

Implications of the City’s currently low “Jobs per Employed Resident” (J/ER) ratio was a predominant topic of discussion throughout the *Envision* process. Because of the known demand upon City services created by housing growth, the tax revenue associated with employment uses and the evidence that suggests a strong correlation between a city’s jobs-housing balance and its fiscal health, the Task Force strongly advocated for the General Plan update to promote a Jobs per Employed Resident ratio of at least 1.0 (equivalent to one job in San José for each employed resident of San José) as a way to help address some of the City’s current fiscal shortfalls. Debate amongst the Task Force generally followed two themes, with some advocating for a General Plan with job and housing growth capacity that if realized would result in a significantly more jobs than employed residents (e.g., a Jobs / Employed Resident ratio greater than 1.0) with others advocating for a General Plan with job and housing growth capacity that would result in an overall balance (e.g., a Jobs / Employed Resident ratio equal to 1.0).

Although the City had a J/ER ratio of 0.8 in 2011, the prior *San José 2020 General Plan* had a capacity equivalent to a 1.1 Jobs/Employed Resident due to the Council’s actions to add capacity in North San José and Downtown in 2005. At the time of adoption, the *San José 2020 General Plan* only had a capacity equivalent to 0.8, because, a ratio of 1.0 was not considered attainable; previous General Plans (Horizon 2000 and General Plan 1975) had set 1.0 as a goal.

Pursuing a Jobs / Employed Resident ratio greater than 1.0 is intended to achieve two important goals. First, under the current California tax structure, realizing a higher proportion of jobs (and retail) per resident should significantly improve the City’s fiscal health, now recognized as an imperative. Santa Clara County cities with a high Jobs / Employed Resident ratio typically have more revenue with which to provide city services. Task Force members noted that San José bears the burden of a disproportionate amount of the County’s projected housing growth and expressed the belief that San José should reverse that trend. A second goal is the transformation of San José from a suburban “bedroom” community to a job based center for the Bay Area with livable neighborhoods. Traditionally large cities gain prominence and influence in large part because of the role they play within the local economy. In recent history San José is unique among large cities in that it exports more workers than it imports on a daily basis. (Based on 2000 Census data, of the 29 U.S. cities with a resident population of 500,000 or more, San José ranks last in J/ER ratio and is the only one with fewer jobs than employed residents.) By planning for more jobs and less housing growth capacity, the *Envision 2040 San José* General Plan update was a critical opportunity for San José to define itself as a city and to plan for fiscal sustainability and a significantly greater role in the regional economy.

Supporting the rationale for considering a “high” Jobs / Employed Resident ratio is the planned regional transportation infrastructure that can be expected within the timeframe of this General Plan. With a new “urban” airport, BART, and High Speed Rail, San José will have the transportation infrastructure to be a more attractive location for jobs and allow San José to conveniently “import” workers. Concentrating to a greater degree the region’s jobs within San José will support the region’s existing investment in transit and other transportation infrastructure, which arguably has been designed with the expectation that San José will become a regional job center.

A high Jobs / Employed Resident ratio can be planned for by either increasing the General Plan job growth capacity or by reducing the household growth capacity. Proponents of providing adequate capacity to accommodate the projected housing growth argued that adequate and affordable housing capacity is needed to support job growth, to support the City's continued population growth and to support the regional economy. To achieve a jobs-housing balance in scenarios that provide significant housing capacity requires a very ambitious number of jobs, significantly more than the demand projected by the demographers, raising concern that obtaining these jobs may be infeasible. There is also considerable risk that housing development could go forward per the capacity available while job development remains unrealized, resulting in a significantly lower J/ER ratio. Including a phasing plan within this General Plan with triggers linking the availability of housing capacity to the development of jobs will hopefully remedy this concern. In contrast, scenarios that achieve a high J/ER ratio by reducing housing capacity may indirectly stifle job growth by providing a lack of the affordable housing desired by employers for their employees.

Some Task Force members advocated planning for a Jobs / Employed Resident ratio of 1.0 with the goal of reducing potential environmental impacts. By promoting a more balanced community where opportunities are provided for people to live and work in the same city, the idea is that potential traffic impacts would be lessened, when compared to an unbalanced scenario, and that residents would potentially feel more connected to their community.

The Task Force regularly debated whether housing and job capacities proposed in the various growth scenarios could be achieved, asking about recent jobs and housing development trends for comparison purposes. Task Force members also debated whether job growth could be achieved without comparable housing growth. The Task Force supported a vision of San José as a fiscally sustainable and world-class city, and agreed that San José should try to improve its J/ER ratio to at least 1.0, ultimately targeting a J/ER ratio of 1.3 to help accomplish that vision.

Fiscal Implications of Land Use Decisions

While managing the City's fiscal health has been an ongoing concern of multiple General Plans and other policy actions, during the *Envision* planning process San José experienced an unprecedented impact upon its ability to provide municipal services to its residents. While the fiscal challenges of this time period have multiple causes, many beyond the scope of the policies addressed within a General Plan, the City has strengthened its commitment to making fiscally wise land use decisions through the goals and policies of the *Envision* General Plan. Accordingly, this Plan includes policies to carefully protect the City's commercial and industrial lands, which make the greatest positive contribution to its fiscal resources, and a phasing plan to allow for careful review and consideration of the fiscal impacts of the *Envision* Plan's future implementation.

Environmental Leadership – Measurable Sustainability

Throughout the *Envision* planning process, Task Force and community members consistently explored opportunities to advance the City's role as a leader on environmental issues. Actions to better protect and care for environmental resources are embodied equally within the Land Use / Transportation Diagram and within the goals and policies of the Plan text. The *Envision* Plan also encompasses the City's Green Vision, extending the City's environmental goals to the year 2040

and establishing specific measurement standards to track progress toward achievement of those goals.

Environmental Concerns

Planning for a large and growing city necessitates careful consideration of a wide variety of environmental issues, including water supply, air quality, greenhouse gas emissions and the protection of natural resources. As San José and the region are increasingly committed to environmentally sustainable practices, and increasingly sophisticated in our ability to understand our potential environmental impacts, this General Plan's goals and policies should grow in the scope and the depth to which they address those potential impacts.

The City of San José is located along the easterly side of the Santa Clara Valley. The Valley rises from sea level at the southerly end of San Francisco Bay to elevations of 150 to 400 feet easterly and southerly. The average grade on the Valley floor ranges from nearly flat to 2%. To the southwest, the Valley gives way to the Santa Cruz Mountains, consisting of a number of complex ridges with rugged slopes, varying in gradient from 40 to 60 percent and more. The crest of these mountains lies at elevations of 2,000 to 3,400 feet. The highest point is Loma Prieta Peak at an elevation of 3,806 feet. The eastern edge of the Valley is defined by the Diablo Range. This range consists of several parallel ridges with slopes varying between 20 and 60 percent, with small intervening valleys. The highest point within San José's Sphere of Influence is Copernicus Peak (elevation 4,372 feet) near the Lick Observatory at Mt. Hamilton. The lower foothills of this range have slopes ranging from 20 to 40 percent. The crests of these foothills vary from 1,000 to over 2,000 feet in elevation. The undeveloped areas within San José's Sphere of Influence support a wide variety of ecosystems. Natural communities in the region range from salt water and fresh water marshes to scrub brush, foothill woodlands and coniferous forest. The climate in San José is a typical Mediterranean type modified slightly by marine breezes from the Pacific Ocean. The principal characteristics of this type of climate are warm, very dry summers and cool, relatively rainy winters. The air quality in San José is dependent upon climate and topography as well as on the quantity of pollutants.

Air quality in the region declined after World War II with increased industrialization and development. As the problems caused by air pollution were recognized by the State and Federal governments, air pollution standards were developed and enforced. Although the Bay Region is occasionally in violation of these standards, air quality has substantially improved over the last 20 years as the result of actions and legislation at all levels of government.

San José receives a relatively modest 14-15 inches of rainfall per year, subject to recurring and sometimes long lasting droughts. In normal rainfall years, only about 50% of the County's water supply is provided locally, primarily from groundwater sources. In drought years, up to 90% of the water is imported. The sources of imported water supply are beyond the control of local jurisdictions. These sources cannot be considered stable. To reduce the need for imported water and to maximize the efficient use of the local supply, San José, the Santa Clara Valley Water District (SCVWD), and water retailers have worked together to conserve water. The City is also developing a large scale water reclamation program which would reuse treated wastewater to augment and help conserve freshwater supplies.

Soils in Santa Clara Valley include clay in the low-lying areas, loam and gravelly loam in the upper portions, and eroded rocky clay loam in the hills. Agricultural land capabilities range from prime to watershed. The prime cropland is located throughout the valley floor with moderately good cropland and prime pasture land adjacent to the hills and the Bay. The ridge areas have agricultural value as grazing land and are prime watershed lands.

Subsidence of soils has occurred on the valley floor. This problem is a result of withdrawal of groundwater for agricultural, domestic and industrial use at a faster rate than natural or artificial replenishment. In addition, development over large portions of the valley floor has reduced the percolation capacity of the land, thereby reducing natural replenishment and perpetuating the subsidence. The Santa Clara Valley Water District (SCVWD) has recharged and stabilized the groundwater aquifer by pumping imported water into it. The three major groundwater basins, which are interconnected and underlie nearly 30 percent of the total County area, are the Santa Clara, Coyote, and Llagas Valleys. Groundwater supplies nearly 60 percent of the total water used in the Santa Clara Valley basin area and nearly all of that used in the Coyote Valley and Llagas Valley basin areas. The ground water pumped from most of the existing wells in the County generally is of good quality. However, areas near the San Francisco Bay experience salt water intrusion; and the migration of saline water through tidal channels causes contamination. These occurrences of salt water intrusion are possible because of the aforementioned subsidence which has resulted from historical groundwater overdraft.

San José is located in a region of significant seismic activity and geotechnic instability. The major earthquake faults in the region are the San Andreas, near the crest of the Santa Cruz Mountains, and the Hayward and Calaveras fault system in the Diablo Range. Other potentially active faults, located in both the hills and valley areas of San José, are the Berryessa, Crosley, Clayton, Quimby, Shannon, Evergreen, and Silver Creek faults. The hills and mountains around Santa Clara Valley are the source of numerous perennial and intermittent streams. Major waterways include Los Gatos Creek, Guadalupe River and Alamitos Creek; flowing out of the Santa Cruz Mountains; Coyote Creek and a host of tributaries including upper and lower Penitencia Creek and Silver Creek flowing out of the Diablo Range; and Fisher Creek with headwaters on the western side of Coyote Valley. Permanent bodies of water include Lexington Reservoir on Los Gatos Creek; Guadalupe, Almaden and Calero Reservoirs in the Santa Cruz Range; Anderson Lake in the Diablo Range; and the San Francisco Bay (Bay). These streams and other bodies of water are important environmental features for the City and the region. Equally important is the quality of water carried or contained by these bodies of water and the preservation of the riparian lands or ecosystems that are an integral part of them. The Bay and adjacent marshlands are particularly important to the region. The City has been working with the State and Regional Water Quality Control Boards to preserve the water quality of the Bay and the sensitive saltwater marshes that are part of its ecosystem. These efforts primarily involve minimizing discharge of freshwater effluent into the Bay from the Water Pollution Control Plant and better controlling nonpoint source pollutants carried by the storm drainage system.

Focused Growth – Planned Growth Areas

A key strategy of the Envision General Plan is to focus new growth capacity in specifically identified “Growth Areas,” while the majority of the City is not planned for additional growth or intensification. This approach reflects the built-out nature of San José, the limited availability of

additional “infill” development sites compatible with established neighborhood character, and the emphasis in the General Plan’s vision and goals upon reducing environmental impacts while fostering transit use and walkability.

The *Envision* Task Force consistently expressed a strong interest in minimizing the fiscal and environmental impacts of the large amount of growth that San José is expected to experience, referencing smart growth principles as an important strategy. The use of growth strategies that reduce the overall projected amount of vehicle miles traveled (VMT, a measure of how much future residents and workers will need to drive) through an improved J/ER ratio and land use patterns that support transit use emerged as an important *Envision San José 2040* goal. Land use should in particular take advantage of BART and high-speed rail planned within the *Envision San José 2040* time frame along with increased use of the existing transit system. For similar reasons, the Task Force endorsed mixed-use development and strongly emphasized a desire to plan for a walkable community.

The Envision Task Force extensively discussed use of a “hubs, corridors, and villages” strategy as a means of promoting targeted infill development sites and to distribute new development throughout the City. Building on the Vision’s goal for an interconnected city, the Task Force identified the importance of multi-modal transportation corridors linking a vibrant Downtown, high-intensity hubs, and local-serving neighborhood villages. The hubs, corridors, and villages intensification strategy is reflected in the Task Force’s Draft Guidelines, summarized above. The Task Force and members of the community very consistently demonstrated a preference to accommodate all job and housing growth within San José’s Urban Growth Boundary (UGB).

The Growth Areas concept is a significant change from the previous General Plan which allowed for residential infill development to occur at a wide range of densities, typically at densities more intense than the existing in neighborhoods throughout the City and provided numerous opportunities to modify planned growth capacity citywide through discretionary policies. Through the *Envision* process, the Task Force, staff and community members frequently identified the disruption these discretionary policies create in neighborhood character, leading to the mutual conclusion that the City should limit such spots of intensification within existing neighborhoods in the future. Focusing new growth into the Growth Areas helps to protect the quality of existing neighborhoods. It also enables development of new Village areas with a compact and dense form that are attractive to the City’s projected population demographics, that support walking, provide opportunities to incorporate retail and other services in a mixed-use format, and support transit use.

For residential areas not within an identified Growth Area, the Land Use / Transportation Diagram limits new residential construction to the same density, form and character as the immediate neighborhood. Any such residential development is limited to projects which clearly contribute to the continuation and improvement of the surrounding neighborhood character by filling in a gap caused by a vacant lot or other similar situation. With the exception of specific properties identified on the Vacant Land Inventory as having a greater capacity, these projects are generally limited to three or fewer units as appropriate to match the existing form of the surrounding neighborhood. For example, in a single-family neighborhood with 6,000 square foot lots, a vacant parcel of 10,000 to 15,000 square feet could be subdivided into two lots with one

home on each 5,000 to 7,500 square foot lot. Each home would have the same setbacks and other development parameters as the immediate neighborhood.

Evergreen Campus Industrial Properties

At the conclusion of its *Evergreen-East Hills Vision Strategy* process, the City Council referred consideration of potential land use changes within the Evergreen area to the *Envision* General Plan update. The *Envision* Task Force discussed potential conversion of the Evergreen Campus Industrial properties to residential use, as had been requested by the property owners. It concluded that the *Envision San José 2040* General Plan should maintain these properties for employment use, essentially maintaining the San José 2020 General Plan designation for this site. A large share of the City's current job growth capacity is planned on mid-rise and high-rise office lands. Given the need for employment lands to accommodate the planned amount of job growth and to provide land to accommodate, in particular, the projected demand for industrial, low-rise office and R&D employment land uses, there is a strong need to maintain the job growth capacity currently planned for this area. At the same time, adding housing growth capacity on Campus Industrial properties would not further *Envision* plan goals because the site lacks access to transit facilities, is an inappropriate setting for mixed-use or more walkable intensified development, and is not a feasible location for new neighborhood-supporting commercial uses.

South Almaden Valley and Coyote Valley Urban Reserves

The *Envision San José 2040* General Plan does not support growth within the South Almaden Valley Urban Reserve and the Mid-Coyote Urban Reserve through the year 2040. This direction responds to stated goals of the *Envision* Task Force and community members, including the Guidelines, which set forth the goals of fiscally, environmentally, and economically sustainable growth management along with the desire to direct new growth into areas that will make best use of existing transit facilities and other infrastructure and contribute toward the development of walkable neighborhood villages and vibrant urban locations. Including no growth capacity for the Urban Reserves is consistent with their long-term preservation for open space or low-intensity agricultural use.

Planning Horizons

This *Envision* General Plan supports the potential development of up to 470,000 new jobs and 120,000 new housing units for the timeframe 2011 through 2040. The *Envision* Task Force expressed considerable concern that this large amount of growth might proceed in an imbalanced or poorly implemented fashion, undermining the overall goals of the *Envision* General Plan. Accordingly, the General Plan timeframe is divided into multiple "Planning Horizons" in order to:

- Allow for a periodic major review by the City Council of progress toward the achievement of General Plan economic, environmental, fiscal and/or other goals or objectives;
- Guide new development to priority Growth Areas within the City to best utilize and support existing infrastructure investments, minimize environmental impacts, and achieve other General Plan goals; and
- Facilitate coordinated planning and community engagement in advance of development moving forward within new Growth Areas.

Each Horizon includes multiple goals or Objectives to be evaluated on an annual basis and as part of a major City Council review prior to the conclusion of one Horizon and commencement of the next. This allows the City to evaluate success in meeting goals on a near-term basis and determine if adjustments are necessary to continue progress toward ultimate achievement of General Plan Objectives.

The General Plan Land Use Diagram closely aligns with the Objectives in each Horizon. The General Plan Land Use/Transportation Diagram is intended to be potentially modified from one Horizon to the next in order to allow for gradual implementation of the Growth Areas strategy and to direct growth strategically into specific areas to best meet the Horizon goals. In the initial Horizon, new growth capacity is added in the corridors that directly link to the Downtown and which have or are planned to have a high degree of access to transit facilities and other sufficient infrastructure in place to support intensification.

Implementation of the Growth Areas strategy requires that some areas previously planned for commercial or other employment uses be redeveloped with intensified mixed-use development, including high-density residential uses. This is because the City is largely built-out, so that redevelopment of lower-intensity sites is the primary means through which the City can add more housing capacity. By making a subset of the Growth Areas available for redevelopment with intensified mixed-use within each Horizon, the City can better meter over time the addition of residential uses within employment areas, carefully considering new development to insure that job capacity is maintained and enhanced, and allowing community engagement in more detailed land use planning of the new Growth Areas through the Village Planning process.

Planning Horizon Objectives

The *Envision* Task Force discussed and articulated various goals related to how best to plan the City's future growth in an orderly, sustainable, and responsible manner. Task Force and community members:

- Identified economic development, fiscal sustainability, and environmental leadership as the key goals for land use planning;
- Indicated that new growth capacity should be planned to strongly support transit use and to create walkable, urban village areas which incorporate retail and other commercial uses, public services and adequate infrastructure, including parks and public open spaces;
- Acknowledged the value of providing growth capacity for jobs and housing designed to accommodate the City's changing demographics and located within high-quality mixed-use, urban settings; and
- Expressed considerable concern that continuing to provide large amounts of new housing capacity will further undermine San José's ability to provide high quality government services.

The specific Objectives are identified in more detail in the Goals, Policies and Implementation Actions contained within this General Plan. These Objectives include specific fiscal sustainability, environmental sustainability, economic growth, or other goals to be considered during annual or Major Reviews of this General Plan. The intent is that the amount, type and location of growth supported by this General Plan be carefully evaluated on a periodic basis to ensure progress toward the realization of those goals, while also giving consideration to the legal

requirements for General Plans within the State of California, which require local jurisdictions to provide housing growth capacity.

Phased Land Use Diagram

The General Plan Land Use/Transportation Diagram is planned to change incrementally for each Horizon to allow for gradual implementation of the Growth Areas strategy, to direct growth toward strategic locations within each phase, to coordinate with periodic review of the City's progress towards its General Plan goals, and to facilitate more detailed planning efforts for targeted Growth Areas.

The Envision Growth Areas strategy accommodates new housing growth through the redevelopment and intensification of properties that currently are planned and developed for commercial or other employment uses and were included within the General Plan prior to this Update. This strategy was developed recognizing that as San José is essentially built-out, it is not feasible to accommodate significant amounts of new residential growth without planning for the reuse of properties already developed with lower-intensity uses and likely to be available for redevelopment sometime in the future. Because it is generally not feasible nor desirable to plan intensification within existing, fully developed single-family neighborhoods, the identified Growth Areas largely correspond to lands currently planned and developed for commercial or other employment uses and which are also in proximity to transit or other major infrastructure or facilities that support their intensification.

In most cases, the underlying Land Use Designation for properties within the Growth Areas continues to support employment uses, and should be maintained until the City is ready to plan and implement the redevelopment of these properties for new high-density, residential mixed-use development. An important *Envision* goal is to promote job growth and to improve the City's Jobs / Employed Resident ratio. Beginning in the first Horizon, all Growth Areas and other areas in the City with commercial or industrial General Plan designations will be fully available for intensification of employment uses. This General Plan provides for the gradual intensification of some of these lands to also include new high-density, residential, mixed-use development with provisions to ensure that job capacity is thereby fully retained and enhanced.

Village Planning

Prior to the issuance of residential entitlements, other than "Signature Projects" as defined in Policy IP -5.10 and commercial projects including those with ancillary residential uses, within any identified Growth Area, the City should first prepare a comprehensive Village Plan for that Growth Area that clearly addresses:

- **Community Engagement:** The Village Plan process will provide an opportunity for local community members to become familiar with the goals of this General Plan and the Growth Areas strategy and to participate in the Village Planning process.
- **Job and Housing growth capacity:** Identify suitable areas for retail and other employment uses, giving careful consideration to the existing and future demand for retail space, the appropriate location and design of retail, opportunities for large-scale and small-scale retail uses, and adequate and appropriate sites for other employment uses consistent with the total planned job capacity for the particular Growth Area.

Identify suitable areas for residential development, capable of supporting the full amount of planned residential growth capacity. Proposed employment and residential density ranges should be supported by applicable Land Use / Transportation Diagram designations.

- **Village Boundaries and Land Uses:** Identify potential adjustments to the identified Village Boundaries and potential modifications to the Land Use / Transportation Diagram as necessary to best utilize existing land use growth capacity, address neighborhood context, and promote economic development through the identification of optimal sites for retail and other employment uses. Provide adequate job growth capacity for retail, office and other employment uses to accommodate both the existing levels of activity plus the planned amount of growth for each job type category. Identify and designate existing land uses within the Village Area boundaries, if any, which should be retained rather than made available for redevelopment.
- **Building Heights and Densities:** Identify for specific properties within the Village Planning area minimum and maximum thresholds for building heights and densities. These standards should fall within the broader ranges established in the Land Use / Transportation Diagram and be consistent with the planned job and housing growth capacity for the Village area. These standards should be implemented through the Zoning process prior to the development of new residential or mixed-use, residential projects.
- **Infrastructure:** Identify locations for parks, plazas and other public and quasi-public open spaces, and sites to potentially incorporate libraries, public safety facilities and other public uses. A Village Plan should also consider the adequacy of public and private utilities to serve the planned growth capacity.
- **Urban Character:** Include streetscape and building frontage design, pedestrian facility improvements and other urban design actions necessary to successfully implement the Village concept.
- **Greenhouse Gas Reduction/Sustainability:** Identify locations of existing and planned transit and pedestrian and bicycle facilities and include design and implementation measures necessary to meet City goals for vehicle miles travelled (VMT) reduction and greenhouse gas (GHG) emission reductions.
- **Financing:** Consider special financing mechanisms which could be needed to potentially deliver the increased level of amenities envisioned within the Village concept.

The Village Plan process, defined by Implementation Goal IP-5, builds on the vision, goals and policies established within the General Plan update, so that each Village Plan may be completed within a relatively short time-frame. The preparation of Village Plans is not necessary for the Downtown, North San José and Specific Plan Areas which have already been developed through a neighborhood planning process.